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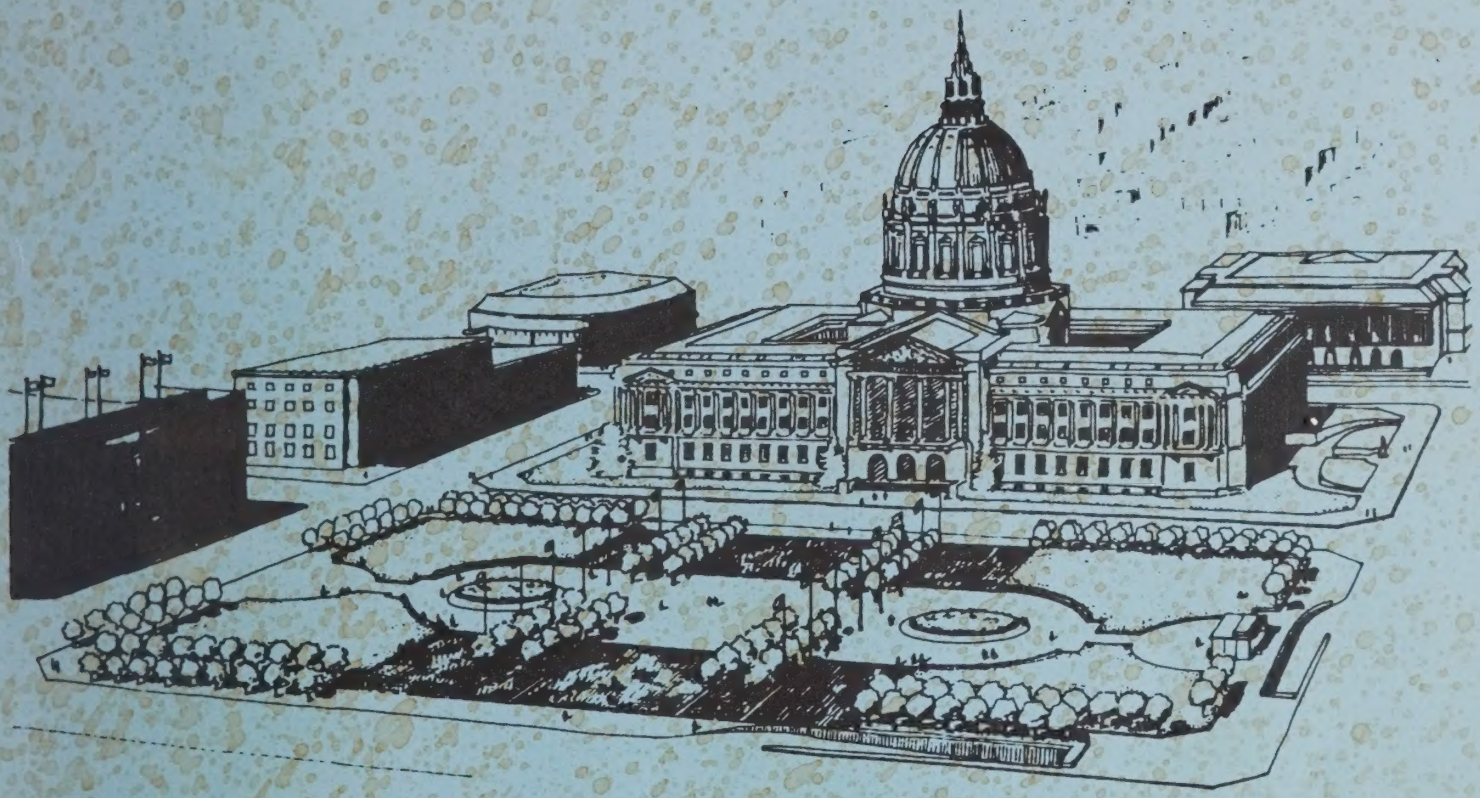

CIVIC CENTER PROPOSAL

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DIANNE FEINSTEIN

MAYOR

NOVEMBER 1987

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Office of the Mayor
SAN FRANCISCO

DIANNE FEINSTEIN

November 3, 1987

Honorable Members
The Board of Supervisors
City Hall, Room 235
San Francisco, California 94102

Rudy Nothenberg, Chief Administrative Officer

Dear Ladies and Gentlemen:

Recently, in my State of the City message, I made some general proposals for the Civic Center and promised to amplify them later for your review. What follows here are my specific recommendations. This is accompanied by a supporting document: the Civic Center Plan prepared at my request by the Planning Department, covering all issues in detail and responding to your request in Resolution 938-86 of October 25, 1986.

I urge each of you to study this plan in detail. These proposals would provide a central consolidated courthouse, a new main library, a new Asian Art Museum, funded privately, as well as Civic Center plaza and mall improvements. Specific recommendations are also made on financing and implementation.

I regret that this comprehensive set of proposals comes to you late in my tenure in office, however, once work began it became clear that there were a large number of unanswered questions requiring detailed technical review. For example, it was essential that we know the projected space needs of the courts, the main library, the museums and city offices into the next century. We also needed to know the feasibility of renovating and expanding the main library, while exploring alternative uses for this grand building. We now have the necessary studies and consultants' analyses to proceed.

Our fiscal situation requires, and these proposals assume, that the General Fund not be the source of support. In fact, as you will see, the financing proposals are designed with the objective of limiting our General Fund responsibility to existing levels.

As you review this plan, please keep in mind that implementation will require great effort and will. I hope these proposals will find support and move ahead, because they offer major public improvements which benefit all San Franciscans.

Sincerely yours,

Dianne Feinstein

DIANNE FEINSTEIN
Mayor

DF/PH:la

Office of the Mayor
San Francisco

DIANNE FEINSTEIN

CIVIC CENTER
PROPOSAL

November 3 1987

The Civic Center of San Francisco has a special importance to the City as its governmental core, its cultural hub and its gathering place for celebration, inspiration and mourning.

Offered here is a proposal that seeks to address all those functions -- with particular emphasis on the increasingly urgent utilitarian needs, while enhancing the civic heart of our vital, international city as a lasting legacy for future generations.

Envisioned in the proposal is a new Main Library, moving the Asian Art Museum from the DeYoung Museum in Golden Gate Park into the old library structure, building a consolidated courthouse at the Hall of Justice, and a number of other consequential related elements.

I propose that the Chief Administrative Officer and the Redevelopment Agency implement separate portions of the proposal, with overall coordination by the Chief Administrative Officer. Please note that 1) parts of the plan are interrelated, with changes in one recommendation affecting others -- as in a chess game; 2) cost estimates are preliminary, all requiring further refinement, and 3) full realization of the proposal will take years, major resources and political will.

I regret this proposal comes late in my tenure, because it has long been my hope to see it through personally. But as work began, it became clear that critical technical studies were needed to support any conclusions we might draw. For example: What are the realistic space needs of our courts, our Main Library and city offices well into the next century? What "recyling" options do we have with selected buildings? Each such question required extensive analysis. Hence the delay in a comprehensive plan.

What follows is a brief discussion of each component of the proposal:

1 -- A New Main Library on Marshall Square

No City that is great, has vision or a future exists without an investment in its citizens. Past generations have left their legacy to us in institutions that enrich our lives and the lives of our children. We need to be willing to bear the same responsibility for our future. A key to our future is a great public library.

Our classic old Main Library Building at Hyde and McAllister Streets has graced a corner of Civic Center and enriched the lives of generations of San Franciscans. However, the existing building is no longer capable of housing a state-of-the-art library for the present and future of our great city.

The space needs for a modern main library for San Francisco are now known. Those needs cannot be met effectively by the existing building -- even with extensive renovation, construction of an addition at 45 Hyde Street and expensive excavation to increase underground space on three sides of the building.

Between now and the year 2005, the Library needs 346,000 square feet. The maximum in the present building, using every nook and cranny, is 347,000 square feet -- with no room for expansion and no flexibility. Some remodeling of the historic "noble" spaces would be needed even to achieve that much space -- a move that would certainly prompt preservationist opposition.

The Marshall Square site could provide two additional floors (one basement, one above grade) for expansion or other purposes in the interim. A museum of the City and County of San Francisco -- using the historic collections of the Library, Fine Arts Museums and other collections -- could occupy the top floor, for example. Remaining space could house the Performing Arts archives -- a natural, related use in a main library building. Alternatively, the City could use the top floor for offices and the second floor below grade for City archives, storage or parking for City vehicles -- all demonstrated needs.

Renovating and expanding the existing Main Library structure would cost no less than 75 to 80 percent of the cost of new construction, and produce a renovated building that would be no more than 70 percent efficient. A detailed cost projection is due in early December, but the present cost estimates are credible and based on work already completed. Renovation would pose another problem: relocating the Main Library for at least 2 years. A shutdown would be impractical, since the Main Library serves about 3,000 persons daily.

Cost and Financing: Cost of a new Main Library is estimated at $70 million in 1987 dollars. The figure includes site preparation, financing, design, actual construction and basic furnishings for a five-story building with one story below grade. Should a larger structure be desirable, the site can accommodate another level and a second basement floor for an estimated $10 million additional. Recommendtions for financing the $70 million construction package:

1 -- At least $25 million would be needed from a $300 million State Library bond issue proposed for the June, 1988 ballot. This is a must -- with every major California city competing for a share of any bond money. I am asking the Chief Administrative Officer to carefully monitor and keep the Board of Supervisors advised of the progress of this bond issue.

2 -- A City general obligation bond designed to generate at least $30 million on the June or November 1988 ballot. The C.A.O. will present a proposal to the Board for placement on the ballot.

3 -- At least $15 million from private contributions and public subscription.

With help from the Library Commission, "The Friends" and a newly organized non-profit foundation, I plan to work with the in-coming mayor to appoint a citizens committee to spearhead the state bond ballot effort, the local bond campaign and private donations through a major campaign.

In Summary: Renovation and expansion of the existing Main Library would most likely be almost as expensive as new construction on Marshall Square, but wouldn't be as efficient or flexible. A new building would provide expansion space and meet library needs well into the 21st Century. Financing appears to be feasible.

2 -- Re-use of the Existing Main Library as the Asian Art Museum

As part of a comprehensive Civic Center review, numerous possibilities were analyzed for use of the handsome old structure if the final judgment was that a new library was the best alternative. So well situated on Civic Center Plaza, the building could be a civil courthouse, a museum, a conference center, performing arts center, cultural center, City offices. All such options were explored.

Based on studying the costs, needs and suitability, I propose the Main Library become the new home of the Asian Art Museum. The preferred alternative to this would be to recycle the structure into a civil courthouse.

The rationale for giving the Asian Art Museum first priority -- though the need for a courthouse is clear and will be addressed later in this letter -- is as follows:

1) The Main Library structure cannot meet the total space needs of our courts -- at present or in the future.

2) A Civic Center location is not essential to the courts, which in fact could be more efficiently housed near the Hall of Justice.

3) The building would adapt more efficiently to museum use than to the courts and their support facilities -- creating the City's largest museum, with a total of 136,000 feet in attractive display areas. Such uses would preserve the structure's admirable great spaces while greatly enhancing Civic Center's mix of government, education and the arts. The Library's architectural excellence and the Museum of Modern Art's impending move out of Civic Center to Yerba Buena lend added importance to those considerations.

4) Housing the Asian Arts Museum's fine collection in such a focal location would showcase this civic treasure -- making it more accessible to more people while boldly highlighting San Francisco's Asian heritage in the Century of the Pacific.

5) Moving Asian Art out of the DeYoung Museum would automatically solve pressing space needs of both institutions without worsening traffic and parking problems in Golden Gate Park. Also, a new building and the resulting controversy would be avoided. The DeYoung would gain 90,000 square feet -- and, secondarily, avoid having to re-locate during its forthcoming seismic work.

Cost and Financing: Of the alternative uses explored for the Main Library building, the Asian Art Museum option proved to be both the easiest "fit" and the least expensive. Museum commissioners are using the working figure of $25 million, a figure they consider within reach of private funding.

This cost estimate needs refining as soon as possible, with the help of the Chief Administrative Officer. Estimates vary depending upon whether (a) an addition is built at 45 Hyde Street; (b) an auditorium is included, or (c) the building's exterior requires extensive renovation. Additional features would, of course, increase the cost.

It is notable that refitting the building for a Superior Court civil courthouse would cost $51 million by recent estimate -- more than twice as much.

Steps to finance this proposal would include the following:

--The City would offer the existing Main Library to the Asian Art Commission to house the Asian Art collection.

-- The City would agree to include the building in a forthcoming bond issue for seismic improvements. Estimate cost of the building's seismic needs: about $8 million.

-- A "blue ribbon committee" formed by the City and the Asian Art Commission would raise funds for the renovation and expansion -- completing the capital campaign within three to four years, in time for the Library's move to Marshall Square.

-- Exploration should be made regarding the use of tax exempt revenue bond financing, using "rent" from the Museum as revenue, through incorporating the existing Main Library into a Redevelopment Agency district, or via a non-profit corporation.

As a final note, let me say we should venture into this project knowing that in its new home, the Asian Art Museum will need expanded operating and maintenance subsidies -- largely requested from the General Fund. Most of its costs are presently covered by our budget contributions to the de Young Museum. While it isn't clear whether the de Young's operating and maintenance costs would increase beyond existing levels, the independent needs of the Asian would certainly mean a new demand on the General Fund. Based upon recent staff estimates, this additional obligation could be greater than $2 million annually. Alternative funding sources should be explored to meet this, such as raising an endowment fund along with the capital costs.

In Summary: The recycled use of the existing Main Library as the new home for the Asian Art Museum is the most cost-efficient recycling option. Such a move would add a significant cultural dimension to the Civic Center and would also symbolize our Pacific Rim heritage and future. Financing is reasonable and within reach.

3 -- A Consolidated Courthouse Adjacent to the Hall of Justice

Moving all courts and court-related activities to a new facility adjacent to the Hall of Justice will provide much-needed benefits to the courts and the public they serve. San Francisco is the only major county in California without a courthouse. Our courts are cramped in both City Hall and the Hall of Justice, with no space for key functions such as jury rooms, waiting and conference areas.

A recent study (attached) of court space needs dramatizes the problem: By the year 2005, San Francisco courts will require more than twice the space they now occupy! And in fact, they already need 81 percent of that additional space.

The study says all Municipal and Superior Court-related activities -- including civil and criminal but not juvenile courts -- will require 532,000 to 592,000 square feet. That is enough space for courts, clerks, executive offices, jury assembly rooms, a law library, adult probation, the County Clerk and Sheriff.

In addition to crowded conditions, significant inefficiences and inconveniences result by the present separation of civil and criminal courts. An estimated 20 percent of total court operating costs is wasted because of duplication of management and support services. Staffing and scheduling is inflexible and new technologies are difficult to integrate in two locations.

There are other major benefits to the City from this proposal:

-- A new court facility could include space for services presently using private leased space in the Hall of Justice area. Our present leasing obligations total $600,000 a year.

-- Moving the courts out of the third and fourth floors of City Hall would add about 100,000 square feet to relieve our shortage of office space.

While a Civic Center location might be desirable, space is not available for all of the courts and their related activities. As noted above, fitting out the Main Library building for Superior Court civil courts alone would cost $51 million. And since renovation would have to wait for the Main Library to move out, the court space crunch would continue at least until 1996.

It is my understanding that what matters most to the judges is adequate space, maximum efficiency, security and ample parking. A Civic Center location is desirable, but not their highest priority.

A formal vote from both courts is necessary on both the concept and the revenue increases, but preliminary discussions with the judges indicate they endorse this concept. Therefore, I propose that San Francisco begin to plan for a consolidated courthouse adjacent and connected to the Hall of Justice. This facility should be planned in concert with any future jail expansion and take into consideration the most efficient allocation of space between the existing Hall of Justice and new construction. Planning must incorporate adequate parking for the total complex.

I have asked the Redevelopment Agency to review possible sites and to assess the value of establishing a Redevelopment Area for a consolidated Superior and Muni courthouse with all support services. Land acquisition, relocation, and project management would be under the Redevelopment Agency.

Cost and Financing: I propose this project be undertaken by the San Francisco Redevelopment Agency, using its unique resources and financing powers. Tax-exempt lease-revenue bonds, a lease-purchase arrangement, or tax-increments appear to be the most likely financing options.

A cost of $175 per square foot for the minimal courthouse space requirements yields a price tag in excess of $90 million, with $10 million per year necessary to finance the project. The final size and function requirements must be known before an exact figure can be determined. A court sponsored study of these questions will be underway very shortly.

Financing of such a project is possible, but will require a number of concrete actions. The goal is to fund the structure without any substantial use of the General Fund.

Several revenue sources have been identified to make the plan a reality. The courts are empowered to raise construction funds by increasing filing fee surcharges and imposing a surcharge on traffic fines. Those unable to pay increased filing fees could be exempted by the courts. Some part of the cost can be financed by savings of City departments now in rental offices moving to space in City Hall vacated by the courts. In addition, the Public Defender and District Attorney offices, now in leased space near the Hall of Justice, could save lease rents by being included in a new courthouse. Financing help could also come through the Trial Court Funding bill, recently passed by the State legislature and signed by the Governor.

The Hall of Justice option also opens the possibility of developing the courthouse along with any new jail facilities planned at the Hall of Justice. Between $22 and $37 million in State bond funds will be available for this purpose, and substantial economies of scale could result if construction occured in concert.

I am asking the Redevelopment Agency -- with the assistance of the CAO -- to develop a precise tax-exempt financing plan for the courthouse, using the revenue sources mentioned and giving priority consideration to "lease-purchase" financing arrangements. Specifically, the revenue sources to be considered, among others, are:

> Courthouse Construction Fee: Courts would increase their filing fees for courthouse construction to the maximum allowed by State law. At present, the fees for both courts yield just under $1 million per year. Increasing the Superior Court construction filing fee from $20 to $50, for example, would yield $890,000 to $1,200,000 additional, and increasing the Municipal Court's fee from $5 to $50 would bring in $2,050,000 to $2,200,000.

Surcharge on Traffic Citations: State code authorizes the imposition of a 10 percent surcharge on moving violations and a flat surcharge of $1 on parking fines for courthouse construction. Los Angeles and San Diego have both used this source for courthouse improvements. Estimated Revenue Per year: $2,800,000 - $3,400,000

Savings in City Rental Costs - City departments that currently lease office space would be relocated to City Hall when courts vacate. In addition, the Public Defender, Sheriff, District Attorney and the Office of Citizens' Complaints could move to the Hall of Justice. Potential Annual Revenue: $2.2 million.

State Trial Courts Bailout bill, as intended, would produce a $5.8 million net annual windfall for San Francisco. As much as $2.1 million could be used for a courthouse lease.

Annual grants from a $20 million state authorization for court improvements will be available in January, 1989. San Francisco must effectively compete for these funds, and at least $1 million annually should be set as a goal.

State Bond Issue for jail construction will bring us at least $22 million, and could offer economies of scale by integrating construction of jails and courts.

4 -- The High Cost of Leasing for City Departments

We spend more than $3 million each year to lease space for city operations in the Civic Center area. This represents a great future financial exposure, and needlessly fragments city management and operations. Duplication and inefficiencies abound. For example, data processing is now in six locations -- for no reason except that no consolidated space is available. The City needs about 400,000 square feet to effectively and efficiently consolidate those departments now in leased space.

Several proposals have been made, but I am unable to make a recommendation at this time because of concerns about additional costs to the General Fund. Any proposal for a new City office building must meet cost constraints and I do not see one that does at this time.

5 -- Reserve City Parcels in Civic Center Area

City-owned properties on Grove Street and McAllister Street adjacent to City Hall and the steam plant site next to the Main Library should be reserved for future City uses, possibly with interim long-term leases to the private sector. This could yield an estimated $770,000 a year. Any development would need to conform to strict design and use requirements. Should it turn out to be preferable to purchasing an existing building, these properties could be used for construction of City office buildings.

- - -

This proposal embodies a number of subordinate elements that need additional study but, in concept, warrant discussion:

o A City History Museum: Various collections of fascinating San Francisco memorabilia are available from The Fine Arts Museums, the Library, the Police and Fire Departments and private collectors. We should consider establishing a City museum, which could be housed either in the new Main Library or in space when the Museum of Modern Art leaves the Veteran's Building. The latter would require approval of the Museum of Modern Art and the War Memorial Board, and a feasibility study is needed to determine needs, cost, financing and governance.

o Restoring Civic Center Plaza to its original design -- removing the existing pool, building the facing fountains and integrating the entire plaza in the design envisioned when it was named James Rolph Jr. Plaza. Estimated cost: $1.8 million. Funding could be added to the Library bond or to a capital improvements appropriation.

o Convert the portion of Fulton Street between Hyde and Larkin into a genuine pedestrian mall, symbolically linking the new Asian Art Museum to the new Main Library. This would require reconfiguration of the Brooks Hall ramp and truck staging area. This must be accomplished without a negative impact on Brooks Hall.

o Off-street parking for City-owned and operated vehicles within one of the new Civic Center structures -- possibly under the new Main Library building.

o Reserve space next to Davies Symphony Hall for future performing arts uses that may include: a small concert/recital hall with rehearsal space; Archives for the Performing Arts; Symphony, Opera and War Memorial Board offices, restaurant or ceremonial hall with kitchen. Private donations are essential as the source of financing -- along with a feasibility study on needs, cost and financing.

o Expand the Civic Center Garage under Fulton Mall and connecting it to the new and old library buildings. This deserves a feasibility study, given the area's increased activity and parking crunch.

o Establish design requirements for private development at the southeast corner of Grove and Larkin Streets -- since it is the only corner of the Civic Center not now in public hands.

o Retain Brooks Hall as a convention facility, but as mentioned above, re-configure its ramp as part of the design for the new Main Library and of any plans for Fulton Mall.

The attached report prepared by the Planning Department, "The Civic Center: A Development Program", describes these and other elements in greater detail.

DIANNE FEINSTEIN
Mayor

THE CIVIC CENTER

A Development Program

NOVEMBER 1987

SAN FRANCISCO DEPARTMENT OF CITY PLANNING

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1912 "birds- eye-view" of the proposed Civic Center Plaza from the southwest by Jules Guerin

THE CIVIC CENTER
A Development Program

Executive Summary

In 1912, under the leadership of Mayor James Rolph, Jr., a course was charted for the development of a monumental Civic Center for San Francisco.

The central portion of the Civic Center, comprising one of the finest collections of public buildings in the Nation, stands today as it was originally conceived. Six major buildings have been completed. These buildings include the City Hall, Main Library, Civic Auditorium, Public Health (101 Grove Street), and the original State and Federal office buildings. However, seventy-three years after construction began on the Civic Center, the complex stands incomplete. Several crucial sites within the Center are either under-utilized or inappropriately developed.

At the direction of Mayor Dianne Feinstein, the Department of City Planning was asked to prepare a development program as a guide for the completion of the Civic Center. This report responds to the Mayor's request.

RECOMMENDATIONS

A renewed awareness must be generated to ensure that the inspired vision which gave rise to the Civic Center's greatness is realized and not forgotten. To accomplish this objective, a series of recommendations are provided in the proposed Development Program. They are summarized in the following presentation.

City Office Development

-- Acquire privately-owned properties along Grove and McAllister Streets across from City Hall for future Civic Center development in concert with existing City-owned properties.

-- Construct City office buildings on the Grove and McAllister Streets sites to meet office space needs for City departments.

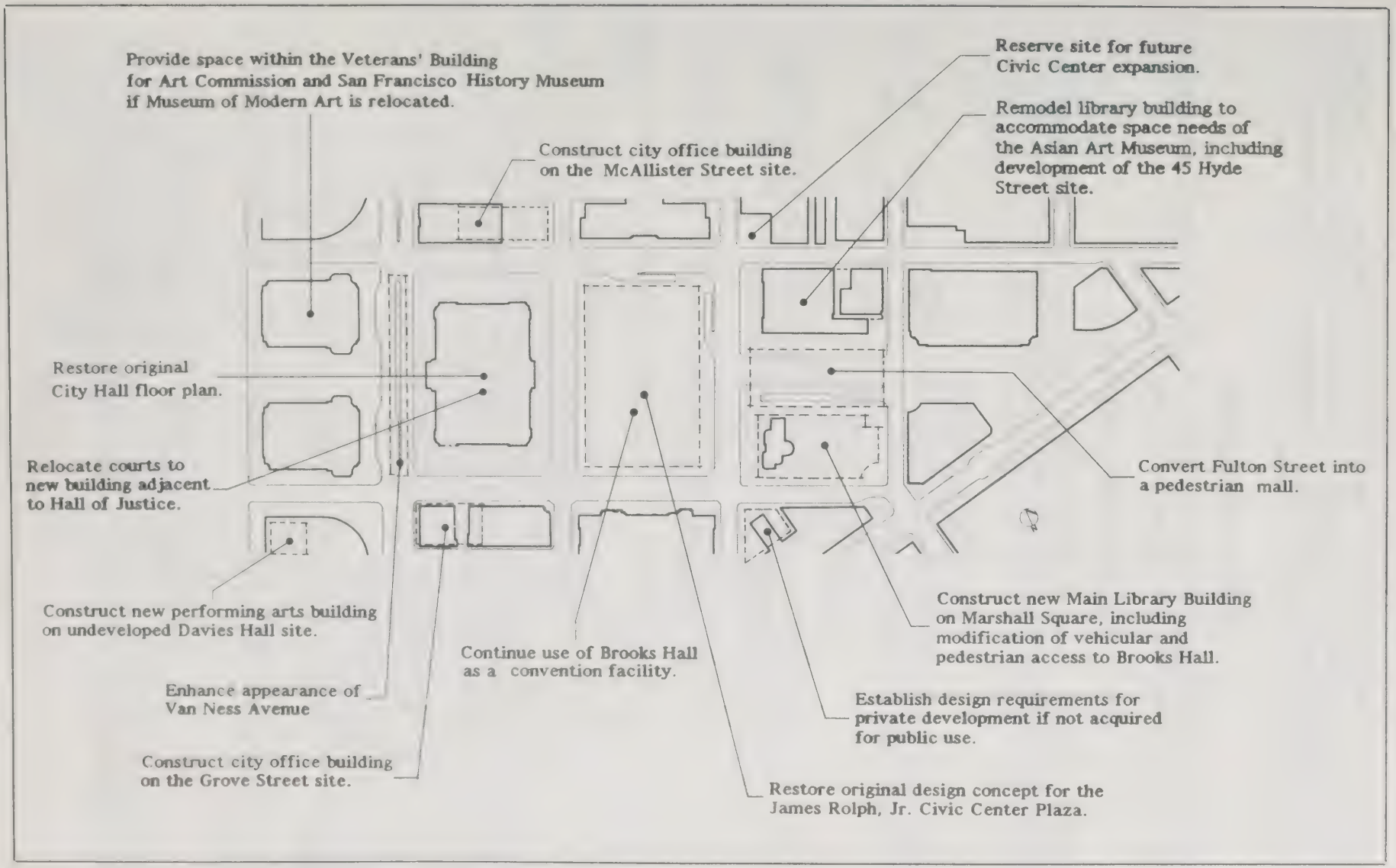
-- Relocate Civic Center related office activities from leased to City-owned buildings to reduce long-term lease payment costs.

Civil Courts

-- Relocate the Civil Divisions of the Superior Court and Municipal Court from City Hall to a new building adjacent to the Hall of Justice to provide for the consolidation of all court and court-related activities. (This is the primary option to meet the total space needs of the court system.)

Main Library Block

-- Convert the existing Main Library Building into a museum to accommodate the space needs of the Asian Art Museum. Should the


Provide space within the Veterans' Building for Art Commission and San Francisco History Museum if Museum of Modern Art is relocated.
Construct city office building on the McAllister Street site.
Reserve site for future Civic Center expansion.
Remodel library building to accommodate space needs of the Asian Art Museum, including development of the 45 Hyde Street site.
Restore original City Hall floor plan.
Relocate courts to new building adjacent to Hall of Justice.
Convert Fulton Street into a pedestrian mall.
Construct new performing arts building on undeveloped Davies Hall site.
Continue use of Brooks Hall as a convention facility.
Construct new Main Library Building on Marshall Square, including modification of vehicular and pedestrian access to Brooks Hall.
Enhance appearance of Van Ness Avenue
Establish design requirements for private development if not acquired for public use.
Construct city office building on the Grove Street site.
Restore original design concept for the James Rolph, Jr. Civic Center Plaza.

CIVIC CENTER AREA

Major Policy Recommendations

Museum re-use proposal not be feasible, it is suggested that the Main Library Building be used to meet the space needs of the Civil Division of the Superior Court. (This is the secondary option to meet a portion of the Court's space needs.)

Marshall Square Block

-- Construct a New Main Library Building on Marshall Square, and modify vehicular and pedestrian access to Brooks Hall.

Convention Facilities

-- Continue the use of Civic Auditorium/Brooks Hall as a convention complex to ensure that a broad range of convention facilities are provided for the city.

Data Processing Center

-- Consolidate the City's data processing activities at a single facility which meets modern industry standards.

James Rolph, Jr. Plaza

-- Restore original design concept for the James Rolph, Jr. Civic Center Plaza, and close and cover any unnecessary stairways to Brooks Hall and the Civic Center Garage.

Off-Street Parking Facility

-- Provide an off-street parking facility for City vehicles within a new Civic Center building.

War Memorial Complex

-- Relocate the Museum of Modern Art to a new facility which would provide a separate identity for the Museum and a more appropriate setting to display the Museum's collection.

-- Set aside space within the Veteran's Building for the Art Commission and for a San Francisco History Museum if the Museum of Modern Art is relocated to a new facility.

-- Preserve the Memorial Court as a special urban place within the Civic Center.

-- Construct a new performing arts building on undeveloped Davies Hall site.

Steam Plant Site

-- Set aside Steam Plant site as reserve area for future Civic Center expansion when facility is no longer needed for steam generation.

Larkin Block (Wells Fargo Bank Site)

-- Place design controls on Larkin Block properties to ensure that the original design concept for the key Plaza corners is achieved; set-aside Block as reserve area for future Civic Center expansion.

Streetscape

-- Improve the appearance of Van Ness Avenue within the Civic Center area with new median, landscaping and crosswalk areas.

-- Establish uniform street light system for Civic Center area.

-- Provide for the construction of a pedestrian mall along Fulton Street in concert with the construction of a new main library building on Marshall Square and the remodeling of the existing Main Library Building.

Remodeling of Historic Buildings

-- Remodel historic Civic Center buildings in a manner which retains the building's established architectural style.

-- Restore original City Hall floor plan.

Monuments, Statuary and Sculpture

-- Develop placement and theme criteria for locating monuments within the Civic Center area.

FINANCING

The development recommendations contained in this report are initial proposals only. Further analysis of these recommendations is necessary to better define their scope, feasibility and cost.

The principal components of this Development Program have been given an estimated project cost range, in 1987 dollars, to show the general magnitude of the work to be undertaken. These estimates are based on a very preliminary review of each of the projects and they will be subject to change.

Project	Estimated Cost Magnitude (in millions)	Proposed Financing*
1. Marshall Square, New Main Library Building The cost variables for this project include the full build-out of the site, Brooks Hall access, Fulton Mall improvements, Pioneer Monument modifications, architectural finishes, and special building systems.	$ 70.0 - $ 85.0	1,4,6

	Project	Estimated Cost Magnitude (in millions)	Proposed Financing*
2.	Main Library Block, Asian Art Museum The higher cost range for this project includes the addition at 45 Hyde Street and exterior renovation of the Main Library Building.	$ 25.0 - 35.0	1,5,6
3.	Hall of Justice, New Consolidated Court Building and Jail Facility The low range for this project assumes that the sixth and seventh floors of the building would be shelled-in until needed. The high range includes a seventh floor jail expansion area.	86.0 - 105.0	2,5,8
4.	City Hall, Remodeling The cost variables for this project include the remodeling of space vacated by the courts and court-related activities, restoration of the original City Hall floor plan, and the improvement of other work areas within the building.	5.0 - 7.0	1,3,7
5.	McAllister/Grove Blocks, New City Office Buildings The cost variable for the construction of these two office buildings is principally for external architectural finishes.	59.0 - 71.0	3,5
6.	Davies Hall Block, New Building for the Performing Arts The principal cost variable for this project is for the construction of theater space within the building.	17.0 - 22.0	6
	TOTAL APPROXIMATE COST	$262.0 - $325.0	

*NOTE: See following section for explanation of numbers.

A variety of possible funding proposals can be used to accomplish the development recommendations contained in this report. The feasibility of using these proposals can only be determined after further analysis of each recommendation.

1. **General Obligation Bond Funds.** Voter authorization is required. General obligation bond funds are limited to the acquisition or improvement of real property.

2. **Special Courthouse Construction Fund.** This proposal is a surcharge on court filings or police traffic citations. To impose or increase this surcharge requires action by the Board of Supervisors. The surcharge will provide a limited amount of funds. It should be used in combination with other funding sources.

3. **Rental Funds.** The payment of lease or rental funds for privately owned space by various departments could be redirected to meet City debt costs for new City owned office space. Also included in this category would be funds received by the City from the lease or sale of public properties. These sources should be used in combination with other funding sources.

4. **State Bond Funds for Library Construction.** The availability of these funds depends on state-wide voter approval of a bond program for library construction. If the library is eligible to receive approved state bond funds, the grant would probably require additional local funds before a construction project could be undertaken.

5. **Lease Financing.** Under this funding proposal, the City and County enters into a lease agreement with a private developer, leasing company or non-profit corporation. The proceeds from the sale of tax-exempt bonds, certificates of participation or other debt instruments are used by the private agency to purchase or construct the proposed public facility. The City and County then leases back the facility from the private agency for a specified time period. At the end of that period, the facility is owned by the City and County. This proposal may require a majority vote of the city's electorate or a court validation.

6. **Private Sponsorship.** Under this proposal, a private-sector "sponsor" would be responsible for the project under an agreement with the City.

7. **General Fund.** This proposal would provide for the allocation of General Fund monies to support in part specific projects for Civic Center improvements.

8. **Trial Court Funding.** This proposal will provide for the allocation of State authorized reimbursement funds for programs and facilities to improve trial court operations.

1. INTRODUCTION TO THE REPORT

The inspiration for a grand Civic Center which arose like the mythical phoenix from the dust and rubble of the Great Earthquake remains unfulfilled. Although several of the buildings which comprised this dream are now a reality, the remainder are all but forgotten. The only tangible evidence of this dream for a great Civic Center is a finely detailed architectural drawing (circa 1912) on display in the office of the City Architect. It has been a paper inspiration for over seven decades.

The purpose of this report, in keeping with the mayoral charge, is to address a number of significant development issues which, if realized, will provide for the completion of the Civic Center in a manner and style sympathic with the original inspiration. The report is organized into five discussion sections:

-- The first section provides an historic overview of the various efforts undertaken to create a governmental presence in San Francisco;

-- In the second section, a general discussion is presented on the Civic Center as it is today;

-- An analysis of existing conditions and future Civic Center needs is presented in the third section;

-- A series of development opportunity sites in the Civic Center are discussed in the fourth section; and

-- Section five presents a series of development recommendations for the Civic Center to guide and encourage its completion in a manner which enhances the original design concept.

The amount of land which is used within the Civic Center for governmental activities is presently 43.9 acres, exclusive of street areas. Of this amount, 30.5 acres are under the ownership of the City and County.

The central portion of the Civic Center stands today as it was originally conceived. Six major buildings which define the core area have been completed. These buildings are consistent with the original design concept.

Vacant or under-utilized properties are scattered about the Civic Center area which give it an unfinished appearance. These properties can be developed to meet the recommendations of this program for office space, library, courts or museum uses.

The principal recommendations to carry out this proposed development program are summarized as follows:

-- The privately-owned properties in the Grove and McAllister Blocks located to the north and south of City Hall should be acquired to realize the full development potential of the City-owned land in these two blocks and to ensure the completion of the Civic Center in these two critical areas;

-- With an office space need estimated to be approximately 440,000 net square feet, priority consideration should be given to the construction of office facilities on the Grove and McAllister Streets sites to reduce the reliance on leased space, to correct over-crowded and functionally obsolete working conditions, and to generally improve the work environment for City and County employees;

-- The courts and court-related activities for the Civil Divisions of the Superior and Municipal Courts should be relocated from City Hall to a new building at the Hall of Justice site to permit the full utilization of City Hall as the legislative and administrative center of San Francisco's government;

-- Since there is about 200,000 square feet of Civic Center related office space leased by the City and County at an annual cost of nearly $2.8 million, departmental activities should be relocated from leased facilities to City-owned buildings within the Civic Center;

-- A Data Processing Center should be established to meet industry standards for this essential activity and to significantly upgrade the City's data processing facilities;

-- The James Rolfe, Jr. Plaza should be restored to its original design configuration with appropriate modifications to enhance its use as a public assembly and open space area;

-- The Main Library's operational and functional obsolescence should be eliminated through the construction of a new Main Library Building on Marshall Square;

-- Off-street parking areas located within new Civic Center buildings should be provided for City-owned cars; and

-- The vacant site within the Davies Hall block should be developed to provide space for performing arts activities not now accommodated within the Performing Arts Center complex.

The issues addressed in this report are confined to those departmental activities which are or could be located in the Civic Center as the administrative center for governmental functions. For this reason, office space occupied by the Municipal Railway at the Presidio Yard and office space occupied by the Public Utilities Commission on Mason Street are considered in this report. Because the Hall of Justice is a separate functioning unit unrelated to the Civic Center, the space deficiencies and other operational problems associated with that facility are not considered in this report. For the same reasons, office space assigned to the Port Commission and the Fire Department at their separate facilities were not addressed. Although there is significant overcrowding of administrative office areas for the Recreation and Park Department at McLaren Lodge and Annex, no appropriate expansion area is available to the Department at those locations. While the administrative office activities could be relocated to a new office building in the Civic Center area, departmental representatives believe that the separation of the administrative offices from the major program and support facilities in Golden

Gate Park would be very disruptive to the Department's activities. The future space needs for the Recreation and Park Department were therefore not addressed as a part of this report.

This report has raised a number of issues which affect the future development of the Civic Center. It is just a beginning. A renewal of the spirit which created the inspiration for a grand governmental center is needed. On a more fundamental level, future analysis should be undertaken to provide cost estimates for this development program and to determine financing options. The report has set a recommended course along which the City should proceed to ensure that the Civic Center is completed within the framework of its original inspiration for the use and enjoyment of future generations.

2. AN HISTORIC PERSPECTIVE

The search for a civic presence in San Francisco was an evolutionary process. Before the concept of a center for the conduct of government was firmly implanted in the minds of the city's citizens and leaders, it was simply a matter of finding an adequate building.

The first Town Hall in San Francisco was established at the former American Hotel on Stockton Street in March 1850, but this location according to some of the town's prominent citizens was too far removed from the center of activity. Inadequate from the beginning, it was replaced a few months later by another building at the northwest corner of Kearny Street and Pacific Street, the former Graham House. The Town Hall remained at this location for about one year.

In March 1852, the California Exchange Building at the northeast corner of Kearny and Clay Streets was pressed into use as a Town Hall, but the search continued for a more suitable site. The quest was concluded when the Jenny Lind Theater located opposite Portsmouth Plaza was chosen as the location for the new City Hall. Work began immediately on the theater's conversion to a City Hall when the final curtain rang down in August 1852.

While a converted theater satisfied the immediate needs of the citizenry for a City Hall, it soon became overcrowded. Eleven years later the Union Hotel at the corner of Merchant and Kearny Streets and the El Dorado gambling house at the corner of Kearny and Washington Streets were purchased to accommodate an expanding City government.

During the earthquake of 1868, these buildings comprising the city's governmental center were badly damaged. Soon after the repair work had been completed, however, a desire arose among the citizenry for an entirely new City Hall. The old buildings did not represent the civic asperations of this young, dynamic city. There was a desire for a monumental center of government.

With public opinion in support of a new City Hall, the legislature of the State of California in its session of 1868-69 approved a law which provided for the appointment of three commissioners by the Governor to superintend the erection of a new City Hall in San Francisco on land known as Yerba Buena Park, the abandoned Yerba Buena Cemetery. The site bounded by Larkin, Market and McAllister Streets, once at the extreme southwesterly corner of the city in 1853, was now more nearly at the center of the city's development.

Although the 1868-69 legislation required the City Hall to be completed in three to four years, it was 1878 before the first City offices moved from the Portsmouth site. The move, however, was into the new Hall of Records. Not until 1889 did City Hall reach a state of completion that all intended municipal offices were at the new location. The City Hall was still unfinished; construction of one sort or another continued into the 1890's.

With its completion, the city had its first monumental center. It was an ambitious architectural achievement for this young city, or for any other major city in the Nation, in the last decade of the nineteenth century.

An outgrowth of national significance from the Chicago Exposition of 1893 was the "City Beautiful" movement. While never a formally organized effort, it had its supporters across the nation whose goal at local levels was to bring some order and aesthetic appreciation into the development of cities, particularly their downtowns.

In the late 1800's and the early 1900's, proposals were presented for an enlarged and more imposing Civic Center befitting the largest city on the Pacific Coast. These proposals involved locations in the general area of the City Hall or slightly more distant at the intersection of the city's two widest streets, Market Street and Van Ness Avenue.

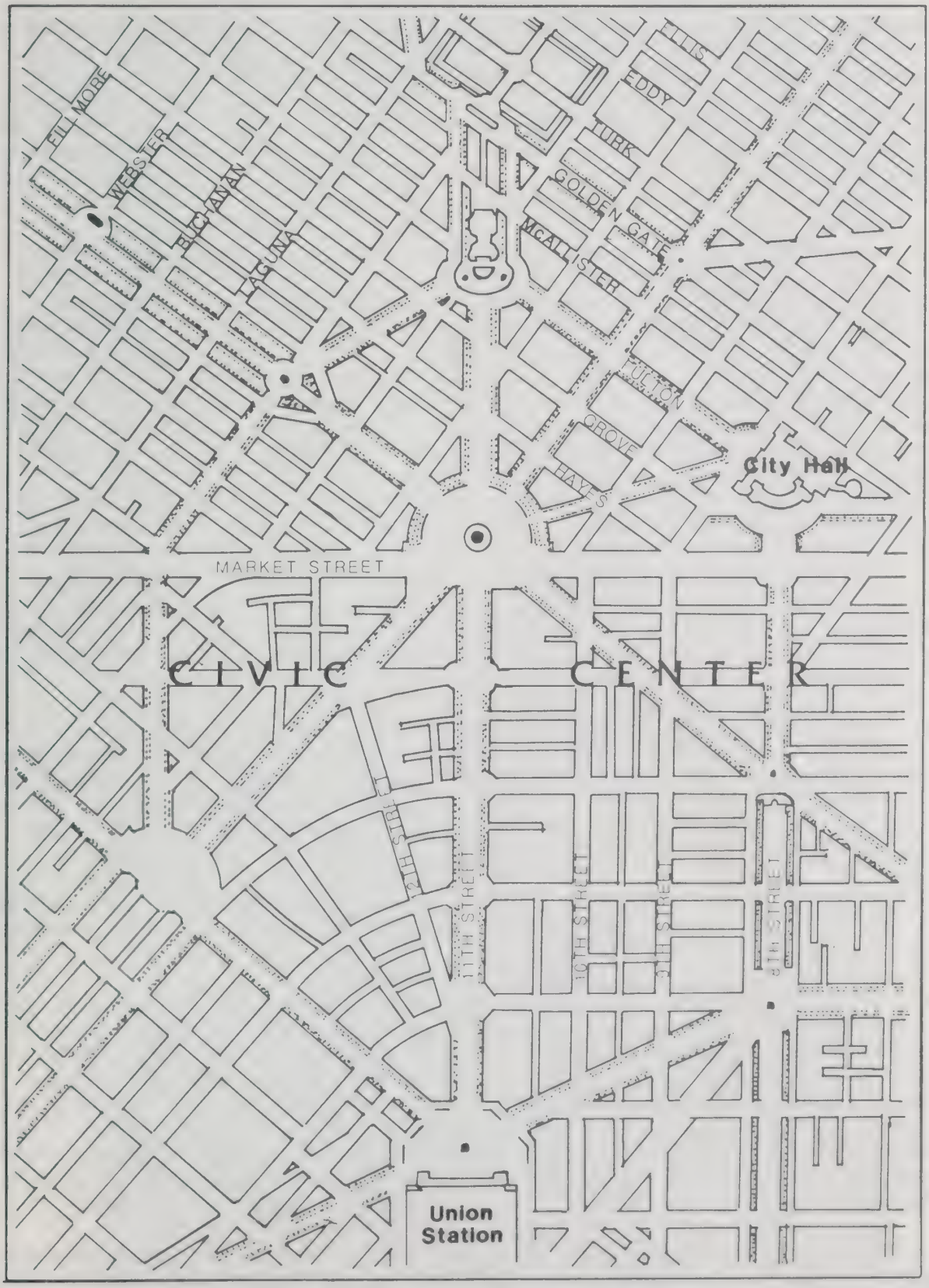
One of the more interesting Civic Center designs was proposed by B. J. S. Cahill, a local architect. His proposal would have widened Market Street to City Hall Avenue on the north and to Jessie Street on the south between 7th and 9th Streets. The proposal would have created new sites for buildings of civic interest on a center island in the widened Market Street, most prominent of which was a combined hotel and opera house. Other sites were set aside for library and commercial structures of complementary design. Essentially, Mr. Cahill envisioned a semi-formal ensemble of public and semi-public buildings then unknown in the city.

San Francisco's most ambitious plan for becoming a "City Beautiful" emerged through the effort of a group organized in January 1904 under the name of the Association for the Improvement and Adornment of San Francisco. In September 1904, the Association engaged the services of the Chicago architect, Daniel H. Burnham, who had played a key role in the Chicago Exposition. Mr. Burnham was directed to execute a practical and comprehensive plan for the improvement and adornment of the city, including a Civic Center.

The report on the plan was published in September 1905. It visualized a Civic Center which was based on a large semicircular plaza at the intersection of Van Ness Avenue and Market Street (see Plate 1). Around the core plaza, civic sub-centers were located along major streets which fanned out from the plaza. A perimeter street system connected each sub-center. The plan recognized the presence of City Hall, as a sub-center, and proposed a semicircular enlargement of City Hall Square, as described by the plan.

In the months following the earthquake and fire of April 18, 1906, political scandals of pre- and post-fire administrations surfaced and the damaged City Hall became a symbol of a corrupt political system which had dominated the city for so many years. Twice within three years following the earthquake and fire, bond propositions for Civic Center proposals were rejected by a skeptical electorate. From 1906 until 1911, City departments were scattered out in leased quarters, generally in the downtown area, although some were able to occupy repaired quarters in the Hall of Records and in a portion of City Hall.

In late 1910, the City entered into an agreement with the Whitcomb Estate to lease a proposed new building which was to be of sufficient size to accommodate most of the City offices. A principal design feature of the proposed building allowed for its conversion to a hotel once a permanent City Hall was erected. Located on Market Street between 8th and 9th Streets near the site of the old City Hall, the building today is known as the San Franciscan Hotel. City offices remained at this location until early 1916.



1905 CIVIC CENTER PLAN

Plate 1

In 1911, James Rolph, Jr. was elected Mayor. He took office on January 8, 1912. Under his leadership, a course was charted for a monumental Civic Center. This grand concept was translated into a development plan by Howard, Meyer and Reid, consulting architects. It called for the new City Hall to have a prominent dome or central tower on axis with both 8th Street and Fulton Street. This location resulted from an earlier resolution of the Board of Supervisors mandating that the site of a new City Hall incorporate the site of the old City Hall. It placed the new City Hall on the east side of a new central plaza around which were to be major civic buildings.

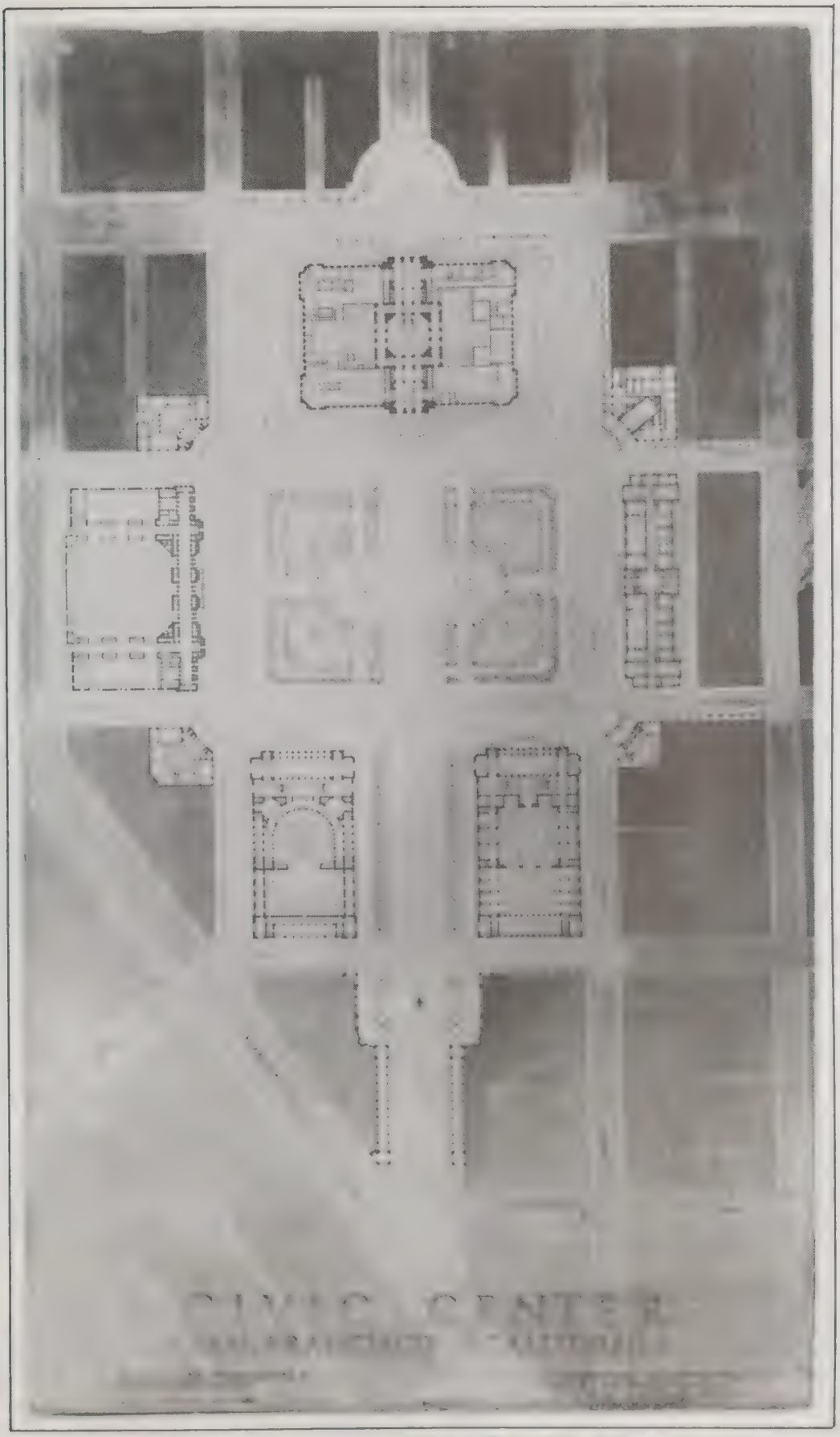
Differing opinions arose regarding the location of the new City Hall. In response to these opinions, the consulting architects issued a brochure soliciting the opinions of interested civic organizations and the local architectural association on whether the best location for the new City Hall would be on the east or on the west side of the plaza. The majority of the respondents favored a location on the west side of the plaza for the new City Hall; its present location. The reasons for supporting the relocation were many, but essentially it placed the City Hall in a more commanding position within the Civic Center thus emphasizing the grandeur of the Center and theoretically offering a measure of wind protection for the plaza. Subsequently, the Board of Supervisors rescinded the earlier resolution and approved a new resolution placing City Hall on the west side of the plaza.

The site plan ultimately proposed by the consulting architects (see Plate 2) called for five major buildings to face the plaza: City Hall, Auditorium, Main Library, Opera House and the State Office Building. Four minor buildings housing offices of City departments were to be located on the corners diagonally opposite the plaza.

To assure the world that San Francisco was still alive after the devastating earthquake and fire and to stimulate investment interest in the city, an international exposition was planned to commemorate the completion of the Panama Canal and the discovery of the Pacific Ocean by Balboa 400 years earlier. Mayor Rolph viewed the construction of a new City Hall in a new Civic Center and the construction of the exposition buildings as an opportunity to celebrate the rebuilding of San Francisco. While the exposition buildings would be temporary, constructed of plaster and intended to serve not more than a year, the Civic Center buildings would be permanent and intended to last for centuries.

On March 28, 1912, at a special election, a Civic Center bond proposition in the amount of $8.8 million was passed by the city's electorate which provided for the construction of a new City Hall and for the acquisition of additional property in the Civic Center area for other public buildings. Construction of the auditorium, as shown on the 1912 Civic Center plan, was assured by the Panama-Pacific International Exposition Company. The auditorium was seen as a hoped-for incentive to attract conventions or other group meetings which would increase the exposition's attendance. The title to the land and building passed to the City after the Exposition closed.

The Civic Center Plaza was also established in time for the Exposition, although it was not completed until 1925. The earliest studies for the Civic Center Plaza were simple symmetrical designs arranged about a central fountain prepared for the City Hall design competition. With the completion of the



1912 CIVIC CENTER PLAN

Plate 2

competition, a new plaza design was prepared by A. Lacy Warswick, a designer in the office of the City architect. It was a much more sophisticated concept which recognized not only the major and minor design axes but additionally reflected the important sight lines to the proposed library building and opera house, and the parallel axes of the walkways flanking the ceremonial way (see Plate 3).

Two fountains, each located at the juncture of the cross axis, flanked the main ceremonial axis. Functionally, the plan provided for a clear and open central plaza area which was available for important civic events, and permitted parades to proceed along Fulton Street directly to City Hall. The twin fountains were framed by large sweeping semi-circles which were lined with seating bays and in turn framed a double row of trees around the perimeter of the Plaza.

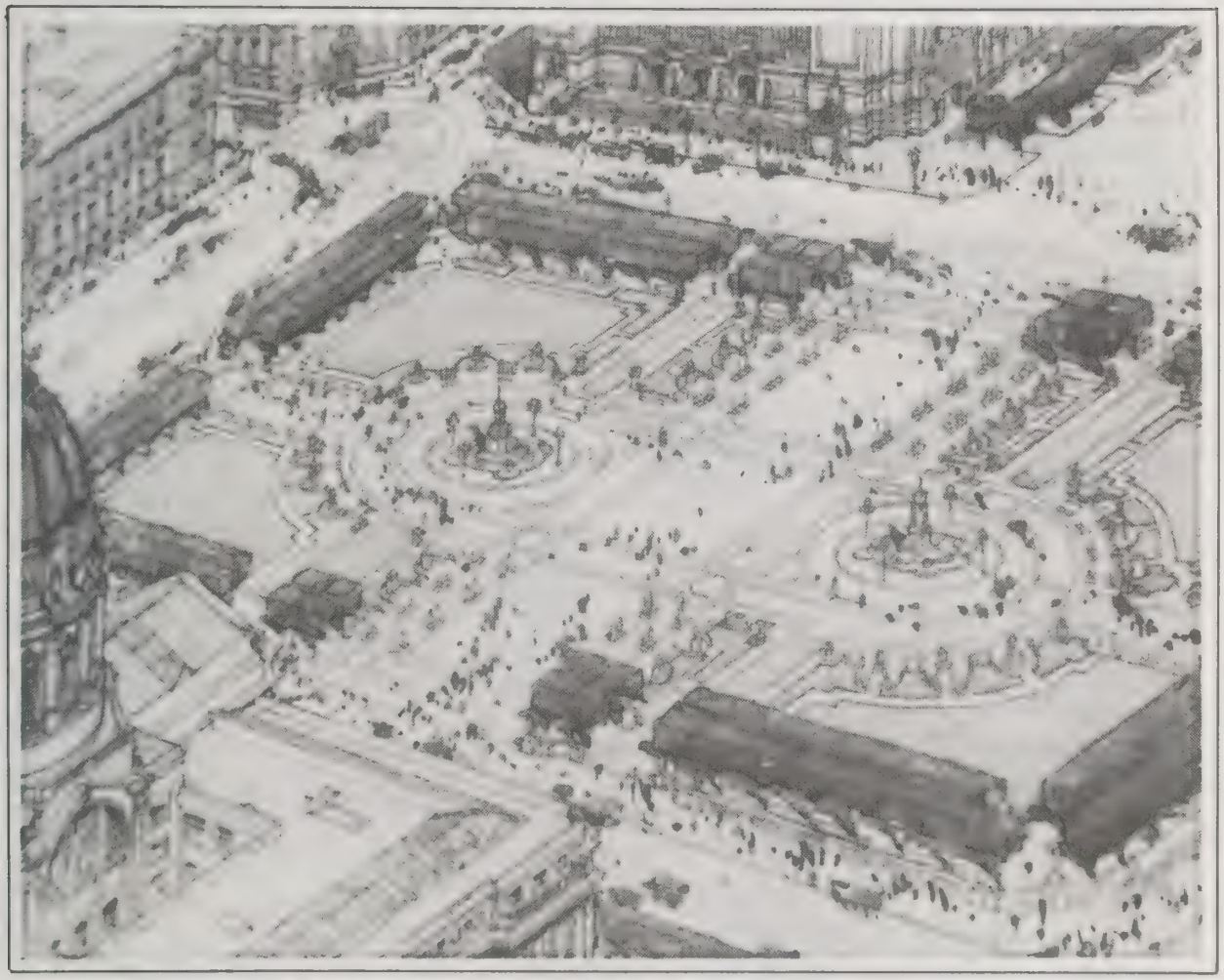
For a brief period of time, the plaza was graced with an elaborate balustrade decorated with large urns and sculpture and each fountain contained a large sculptural composition, all of temporary construction. Built for the Pan-Pacific Exposition, they were removed after a few short years.

The 1912 Civic Center Plan proposed a design concept at each of the corners diagonally across from the plaza's four corners in which buildings proposed for these sites would have a concave curvature at the corner facing the plaza (see Plate 2). This curvature followed the proposed circular configuration at each of the plaza's four intersections and it was on axis with one of the twin fountains in the plaza (see Plate 11). The building's principal entrance within this curvature was also on the diagonal axis. The circular intersection design, only partially realized, was intended to visually reinforce the concave curvature design of the corner buildings. This intended form can be seen in the inverted curves of some of the corner curb areas around the plaza. The Public Health Building, with its curved entrance area, was the first and only building designed and built in accordance with the design concept for the key plaza corners.

While it had been the intent of Mayor Rolph to have both the City Hall and the Auditorium completed or nearly so during the Exposition year, only the Auditorium achieved that goal. Construction of the City Hall began in 1913 only about nine months after the architectural competition had closed, and it was essentially completed in late 1915, after the Exposition had closed. Other buildings in the Civic Center were completed by 1936 (the Library Building (1916), the State (1926) and Federal (1936) Buildings, the Opera House and Veterans' Buildings (1932), and the Public Health Building (1932)).

The Civic Center plan prepared by Howard, Meyer and Reid was basically complete, with one major exception. The decision to construct the Opera House on the west side of Van Ness Avenue left a dark empty hole in the plan. The site which today is known as Marshall Square represents the last major undeveloped site within the Civic Center.

Although not a part of the Civic Center plan, and under private ownership, the construction of the Pantages (now Orpheum) Theater was a major disappointment to Mayor Rolph. The triangular site bounded by Market, Larkin and Fulton Streets was and continues to be a key entrance block to the Civic Center. In the theater, the Mayor saw the erosion of his dream for a stately



A. L. Warswick's original design concept for Civic Center Plaza.

Plate 3

Civic Center. The concrete walls of the building as seen today are set back from the property line to permit an architectural facade compatible with the intent of Civic Center buildings. The rough concrete walls of the theater would have required, to be relieved of their mediocrity, the application of more than a thin veneer of materials. In the years following the construction of the theater in 1925, elaborate studies were prepared and various resolutions were introduced by the Board of Supervisors which attempted to reach a design solution agreeable to both the City and the owner for the unfinished facade, but an agreement was never reached. Around 1930, the theater was sold and the concern for an appropriate solution began to fade into oblivion with the new owner denying any responsibility for the construction.

The depression, the departure of Mayor James Rolph, Jr. from the city to the governorship of the State of California, and the demands of the Second World War brought active work on the Civic Center to a close for a period of nearly 20 years.

In 1949, the newly-formed Department of City Planning began to call for the preparation of a new comprehensive site plan for the expansion of the Civic Center area. Federal, state and municipal agencies had begun to express their interest in the preparation of specific plans for the expansion of office space.

The Bureau of Architecture of the Department of Public Works in May 1953 prepared a space survey for the expansion of City departments which included a future criminal courts and police building, and a proposed new office building. The report recommended the construction of a new office building on the block bounded by Hyde, Grove, Larkin, and Fulton Streets (Marshall Square) designed to be harmonious and in character with the high standards of architecture set by the existing buildings, the construction of a new criminal courts and police building at a site to be determined and the modernization of City Hall for the exclusive use of the civil courts, the Mayor, the Board of Supervisors, and the Registrar of Voters.

In response to its report in 1949, the Department of City Planning prepared an introductory plan for the Civic Center in June 1953 (see Plate 4). The primary intention of this plan was to give graphic expression to a number of basic ideas about the development of the Civic Center area. The plan, which barely recognized the architectural heritage of the monumental buildings in the Civic Center, recommended contemporary building forms to provide the needed additional office space. The plan ignored, however, the strongly ordered axial progression along Fulton Street and other Beaux Arts qualities of the Civic Center, such as the scale and design relationships of proposed buildings with other existing buildings. It was a "modern" response to space needs and it abandoned the established architectural tradition of the Center. As a result of this plan, the Board of Supervisors by resolution requested the Mayor to appoint a technical coordinating committee for the purpose of preparing a detailed site plan for the Civic Center.

The first action of the newly-appointed Civic Center Technical Coordinating Committee was to direct the firms of Wurster, Bernardi & Emmons, Architects, Skidmore, Owings & Merrill, Architects, and DeLeuw, Cather & Company, Engineers, to prepare a Civic Center Development Plan. The first

1953 CIVIC CENTER PROPOSAL

Plate 4

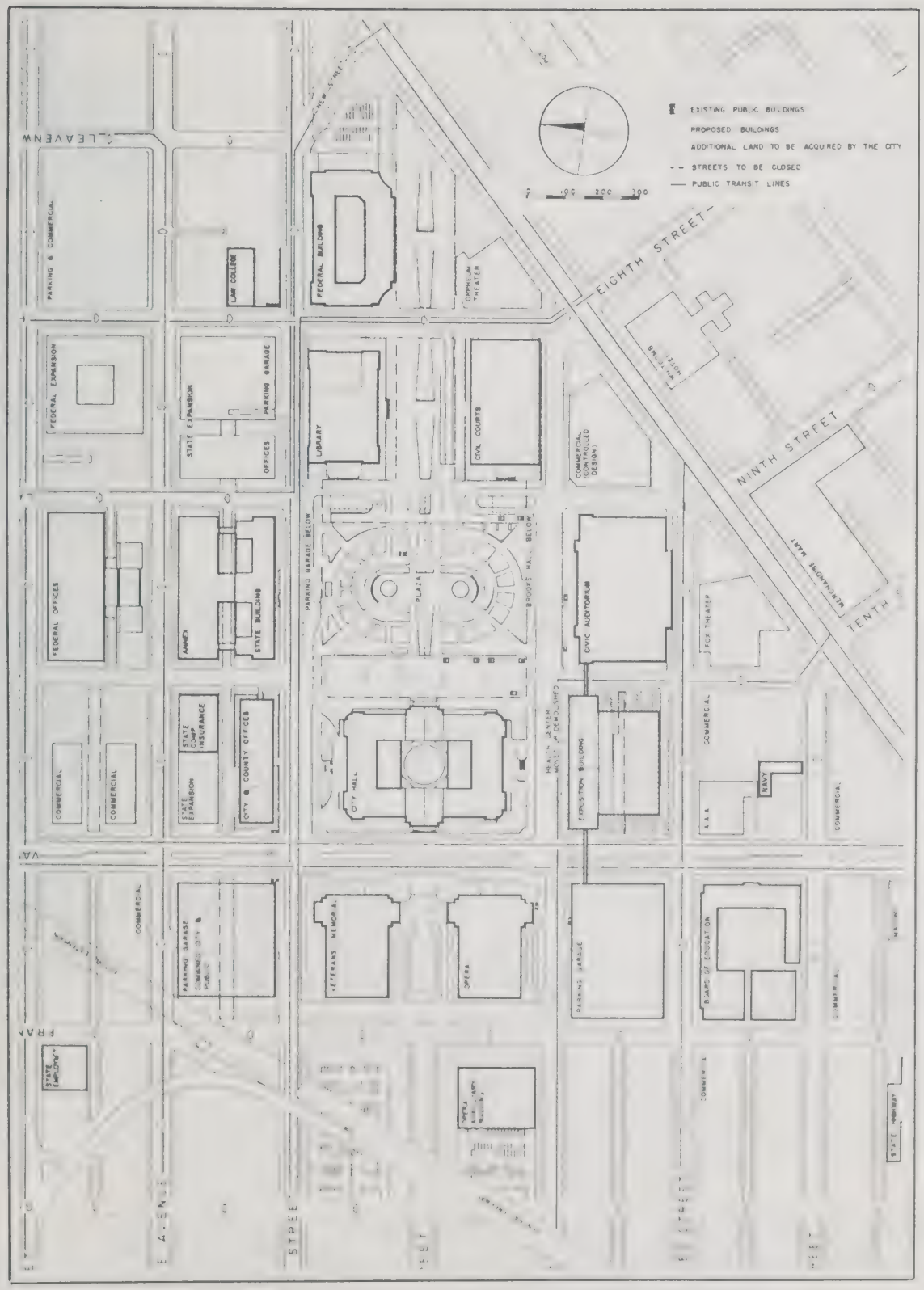
element of the plan, a detailed study of the space requirements for the courts and offices, was presented to the Committee in May 1957. The Civic Center Development Plan was completed in October 1958 (see Plate 5). The plan while recommending significant expansion of state and federal office space in the northerly area of Civic Center, proposed several new City facilities. The Marshall Square block was suggested for a new courts building. The block south of City Hall was proposed for a new exposition building (the Public Health Building was to be demolished). The half block north of City Hall was recommended for a City office building. North and south of the War Memorial buildings, major parking garages were proposed. Polk and Larkin Streets, between Grove and McAllister Streets, were to be closed to vehicular traffic, except for access to the proposed garage under the plaza and for ceremonial use in the front of City Hall. Fulton Street from Larkin to Market Streets would be closed to vehicular traffic and the street area converted into a pedestrian mall. The plan did recognize the axial character of the existing Civic Center design in the siting of proposed new buildings, but not in style. In April 1959, the City Planning Commission adopted the Civic Center Development Plan as an Element of the Master Plan.

During the decade of the 1950's, eight bond propositions were offered to the city's electorate for Civic Center improvements: Main Library remodeling, two submissions each for an Exhibit Hall and for the remodeling of Civic Auditorium, and three proposals for a new courthouse. The only propositions approved were for the construction of the underground Exhibit Hall and for the remodeling of the Civic Auditorium. The construction of the Civic Center Garage was financed through a non-profit corporation proposal which, at that time, did not require electorate approval.

The reconstruction of the Civic Center Plaza following the completion of the new underground facilities did not follow the restoration plan contained in the 1958 plan. The ceremonial pathway along the axis was replaced by a reflecting pool and fountains. The level of dissatisfaction expressed regarding the new design resulted in an international competition for a plaza design which the Art Commission sponsored in 1962. The distinguished jury, however, selected a design so far removed from the character of the Civic Center that no action to implement the design was ever undertaken.

In October 1964, the Civic Center Technical Coordinating Committee prepared a report on the Civic Center Development Plan. The Committee realized that the 1953 space survey prepared by the Department of Public Works, which was the base for the preparation of the Civic Center Development Plan, was out of date. The Committee recommended that a complete reappraisal of the office space requirements for City departments in the Civic Center area be conducted by an office space consultant. Other recommendations included the need to proceed with a land acquisition program in the Civic Center to carry out the development plan, an examination of convention facilities requirements, cultural facilities and a new Main Library.

In response to the Committee's recommendation for a comprehensive space study for City agencies in the Civic Center, an Office Space Requirements Report was prepared by EBS Management Consultants in June 1967 for the City through the office of the Chief Administrative Officer. The purpose of the



1958 CIVIC CENTER MASTER PLAN

Plate 5

study was to determine the future needs for office space in the Civic Center area and to determine the optimum location of City departments for employee and public access.

As an outgrowth of the Report, the Board of Supervisors authorized the Chief Administrative Officer to conduct negotiations with the Unified School District for the purpose of securing a joint development agreement for Commerce High Playing Field for the construction of a courthouse and Board of Education offices. In August 1969, the Chief Administrative Officer submitted to the Board of Supervisors a report on the Proposed Courthouse and SchoolAdministration Building in the Civic Center. The report contained recommendations for a new courthouse and School Administration Building on the Commerce High School Playing Field, a two-story sub-surface parking garage, and for the remodeling of City Hall. Several funding options were suggested, but they were not realized.

The City Planning Commission, in July 1974, adopted a new Civic Center Element of the Master Plan. It set forth general objectives and policies for the future development of the Civic Center area. Also, it established four broad activity categories for the area: Administrative, Entertainment-Culture, Open Space, and Parking. These categories were designed to guide future development decisions for the Civic Center.

With the passage of Proposition 13 in 1978, which took away the City's ability to use General Obligation bonds for financing major capital improvements, development activity in the Civic Center for the next few years focused on the private sector, revenue financing or on federal grants. During this period, the Davies Symphony Hall and Zellerbach Rehearsal Hall were constructed, principally by private subscription. The Opera House addition was a federally-funded project under the Local Public Works Program, and the construction of the Performing Arts Center garage was financed through parking revenues. Additionally, the San Francisco Ballet undertook through private funds the construction of a new facility during this period.

The statewide electorate in 1986 passed Proposition 46 which restored the City's ability to use General Obligation bonds for financing major public land acquisitions and improvements. With this funding possibility, along with other financial options, there is a renewed hope that several of the long-awaited improvements to the Civic Center can at last be achieved with the support of the city's electorate.

3. THE CIVIC CENTER TODAY

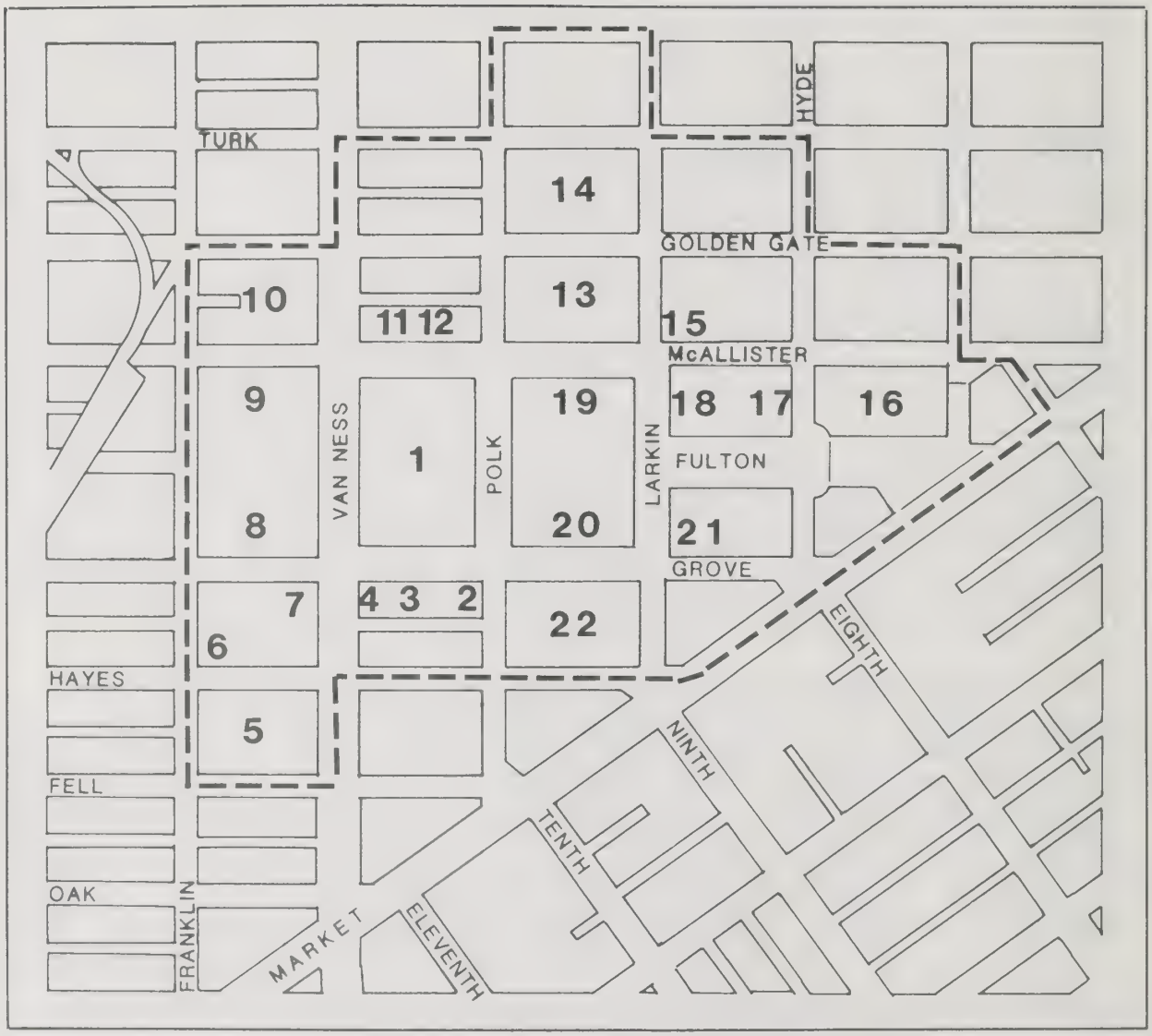
The central portion of the Civic Center stands today as it was originally conceived. Six major buildings defining the central space have been completed. These buildings include the City Hall, Main Library, Civic Auditorium, Public Health (101 Grove Street), and the original State and Federal Buildings. In addition, there are 14 other City-owned buildings and structures which comprise the Civic Center area (see Plate 6), and three state office buildings and one federal office building.

Fortunately, no major development has occurred in the Civic Center that would preclude the eventual realization of the original design concept contained in the 1912 Plan. The main buildings which frame the James Rolfe, Jr. Plaza (the plaza was named in honor of the former Mayor in 1941) stand intact and are well maintained. They are consistent with the original design concept. Originally, the four corners surrounding the plaza were to be filled in by buildings of similar design closing the corners and formally bracketing the main buildings. The Public Health Building, at the southwest corner of Polk and Grove Streets, is the only one that was completed; however, the northwest and northeast corners of the plaza are City-owned and can eventually be brought into harmony with the original design concept. The southeast corner is in private ownership. It includes a bank and two small parking lots. The important Marshall Square site remains under-utilized.

The most notable changes to the character of the Civic Center have occurred on its outer edges. Although one block removed from the Plaza, the 400-foot wide slab of the 1965 Federal Office Building rises 290 feet over the Plaza, and competes for visual attention with City Hall, the intended center piece of the Civic Center. The Fox Plaza, a private slab-tower on the south side of the Center, similarly intrudes into the space around City Hall, but it is not quite as visually disruptive to the setting because it is perpendicular to the main City Hall-Market Street axis. North and south of the War Memorial complex, a successful extension of the Civic Center realized in 1932, Davies Symphony Hall and the 1986 State Office Building symmetrically frame the War Memorial complex in a supportive manner. They effectively announce that the two-block stretch of Van Ness Avenue between Grove and McAllister Streets is a special place meriting unique treatment.

The largest and most visible change in the core area of the Civic Center was the replacement of the Civic Center Plaza following the construction of the Civic Center Garage and Brooks Hall. Instead of maintaining the unified open space corridor with flanking fountains along the formal axis between City Hall and Market Street, the new design with the long pool and planting strips divides the plaza into three areas. With this design, major events held in the plaza have to be on one side of the pool or the other, or be split in two parts. The pool with its flanking rows of trees also obstructs convenient pedestrian movement from one side of the plaza to the other.

The Civic Center, as it is defined in Plate 6, encompasses 57.8 gross acres of land area (see Table 1), exclusive of streets. Ownership of this area rests principally with city, state and federal governments, as the following table illustrates.



CIVIC CENTER

City, State and Federal Buildings

1. City Hall
2. Public Health
3. Art Commission Gallery
4. 240 Van Ness Avenue
5. Unified School District
6. Zellerbach Rehearsal Hall
7. Davies Symphony Hall
8. War Memorial Opera House
9. Veterans' Building
10. State Building
11. 460 McAllister Street
12. 450 McAllister Street
13. State Buildings
14. Federal Building
15. Steam Plant
16. Old Federal Building
17. 45 Hyde Street
18. Main Library
19. Civic Center Garage
20. Brooks Hall
21. 100 Larkin Street
22. Civic Auditorium

Plate 6

Table 1

OWNERSHIP OF CIVIC CENTER LANDS

	Gross Land Area (Acres)
City	30.5
State	8.6
Federal	4.8
Private	13.9
TOTAL AREA	57.8

To ensure that the prominence of City Hall is maintained along the principal axis, an 80-foot building height limit for the key core blocks has been set. The exception to this limit is the 70-foot height limit which has been established for the two one-half blocks located north and south of City Hall. This height limit ensures that any future development of these two blocks is within the cornice line established for City Hall and that it matches the height of the Public Health Building.

4. AN ANALYSIS OF EXISTING CONDITIONS AND FUTURE NEEDS

The functions of government and the services it provides have changed considerably since the Civic Center was planned and built. In the historic section of this report, a similar theme was sounded repeatedly: It was the need for additional space; for an additional building. Except for the construction of Davies Symphony Hall, no major general government building has been built by the City in the Civic Center since the 1930's; a record unmatched by other major cities in this Nation. As a consequence, there has been a continuing increase in the number of departments which now rely on leased space to meet their administrative and service requirements of the 1980's and a general decrease in the quality of space in existing City-owned buildings.

Office Space

In the office space survey, conducted as a part of this report, one of the most significant and recurring needs of the various City departments surveyed was for an adequate work space. In some departments, employees are working in unacceptable conditions. Space designed to meet the requirements of another time is now overcrowded and functionally obsolete. The Capital Improvement Advisory Committee in its November 1985 report on the City's infrastructure noted that crowded working conditions within City offices contribute to poor morale, high employee turnover, and a growing inability to attract and hire competent personnel.

The City currently owns 414,541 net square feet of administrative office space at ten locations which accommodate governmental functions appropriate for inclusion in the Civic Center (see Table 2). The majority of this space, 228,365 net square feet, is located within City Hall.

Two of the addresses shown on Table 2 are located outside of the Civic Center area (425 Mason Street and 949 Presidio Avenue). These two locations provide space for departmental office activities which should be relocated to the Civic Center area. The lease or sale of these properties could provide funds to assist the financing of new office construction in the Civic Center. The upper floors at 425 Mason Street could be leased to private tenants (the first floor would be retained by the Water Department for bill collection activities) and 949 Presidio Avenue property could be redeveloped as a housing opportunity site by a private sponsor (the building is inefficient and unsuitable for offices and should be demolished).

As the need for increased departmental services is translated into a need for additional office space, departments with increasing frequency look for leased space. The City currently leases 195,474 net square feet of floor area within and outside the Civic Center area for administrative office activities (see Table 3). As of July 1986, the annual cost of these leases was $2,765,076. With new private office space available in the Civic Center area and with the remodeling of older buildings to provide a higher quality of space, the City will be increasingly placed in a competitive position for office space with the private market. This has not been the case in the past. The office market did not focus on the Civic Center area, but that focus has changed. For the future, it is expected that rental levels will increase modestly for this area.

Table 2

CITY OWNED OFFICE SPACE[1]

	Total Net Square Feet	Office Square Feet
101 Grove Street	42,640	42,640[2]
45 Hyde Street	39,099	23,302[3]
100 Larkin Street	7,090	7,090
425 Mason Street	29,125	29,125
450 McAllister Street	43,345	43,345
460 McAllister Street	5,660	5,660
949 Presidio Avenue	21,000	21,000
240 Van Ness Avenue	14,014	14,014
400 Van Ness Avenue (City Hall)	318,058	288,365[4]
TOTAL	520,031	414,541

[1]Includes only those departmental activities which are Civic Center related.

[2]The space occupied by 135 Polk Street by the Department of Public Health is not included because the building is used primarily as a clinic facility.

[3]The space occupied by the Public Library is excluded.

[4]The space occupied by the courts and court related activities is excluded.

Table 3

CITY LEASED OFFICE SPACE[1]

Location/Department	Square Feet Leased (Net)	Annual Rent
170 Fell Street		
Delinquency Prevention Commission	875	$ 6,000
Controller	2,000	13,896
Relocation Appeals	630	4,536
Municipal Railway	875	6,300
Rent Arbitration Board	2,637	18,672
Public Health	7,536	55,980
Retirement Board	1,220	5,268
770 Golden Gate Avenue		
Clean Water Program	16,627	276,636
967 Market Street		
Public Utilities Commission	8,239	123,420
1095 Market Street		
Human Rights Commission	4,689	61,896
Commission on the Status of Women	543	7,164
1111 Market Street		
Emergency Services	2,243	33,252
Public Health	2,500	36,000
1155 Market Street		
Public Utilities Commission	37,800	453,600
Retirement Board	11,980	240,972
1182 Market Street		
Telecommunications Commission	629	6,780
Public Health	1,044	10,644
1212 Market Street		
Controller	3,954	61,704
Health Services System	5,771	86,772
Public Administrator	6,016	81,780
1244 Market Street		
Office of Community Development	1,664	32,496
414 Mason Street		
Public Utilities Commission	5,855	84,240

Location/Department		Square Feet Leased (Net)	Annual Rent
100	McAllister Street		
	Controller	4,525	78,600
	Civil Service	5,378	100,032
	Public Utilities Commission	1,000	18,600
551	Polk Street		
	Public Health	2,672	46,488
555	Polk Street		
	Public Health	9,580	149,556
2940	- 16th Street		
	Public Health	2,422	21,264
160	So. Van Ness Avenue		
	Controller	15,000	103,008
25	Van Ness Avenue		
	Parking Authority	1,357	30,936
	Real Estate	3,748	85,452
	Commission on the Aging	4,023	91,680
214	Van Ness Avenue		
	City Attorney	12,021	206,328
646	Van Ness Avenue		
	Civil Service	8,421	125,124
	TOTAL	195,474	$2,765,076

[1]Includes only those departmental activities which are Civic Center related.
Data Source: Real Estate Department, July 1986.

The office space survey, undertaken with each City department who occupies City-owned or leased administrative office space in the Civic Center or related areas, was based on an oral interview with a representative from each department. As a part of this survey, the condition of existing office space was evaluated as to its present adequacy in meeting departmental operating requirements. Also, the net square footage occupied by each existing employee was used to obtain a measure of the space's adequacy. Additionally, special needs for storage space, electronic equipment or meeting facilities were included in the total future space requirements for a department.

Using this method for determining future administrative office space needs, which admittedly is very generalized, the total estimated future space requirements for Civic Center related administrative office activities is 800,948 net square feet (see Table 4). This space requirement reflects current space deficiencies, a three to five year projection of staff and space needs, and it assumes that all office space now leased for Civic Center related activities would be relocated to City-owned office buildings in the Civic Center area.

Although the City currently owns 414,541 net square feet of Civic Center related office space at the nine identified locations, most of these sites do not provide satisfactory office space or are inconveniently located to the Civic Center. The only two buildings which currently provide office space for City departments and which meet the design objectives of the Civic Center plan are the City Hall and the Public Health Building at 101 Grove Street. These two buildings have a net usable area of 360,698 square feet. Subtracting this area from the total estimated future space requirements for Civic Center related office needs, there is a space deficiency of approximately 440,000 net square feet.

The future plan of the Department of Public Health is to centralize all administrative, accounting and personnel functions in the Public Health Building at 101 Grove Street, except for those activities which are now located at San Francisco General Hospital and Laguna Honda Hospital. This plan includes the relocation of activities presently located at leased facilities. While the space within the building is fully utilized, it may be possible at some time in the future to relocate the laboratory facilities on the fourth floor to San Francisco General Hospital. The laboratory now occupies about 5,500 net square feet of floor area. This space would be reused for administrative office activities.

Civil Courts

The City Hall currently contains 89,693 net square feet of area for court related activities. These activities include the Municipal and Superior Courts, the Sheriff's Department, the County Clerk and the Law Library. The area now occupied by the courts is both spatially and operationally deficient. An analysis has been completed by a consultant to determine the future space needs for the courts.

Table 4

CIVIC CENTER
ESTIMATED FUTURE OFFICE SPACE NEEDS

Department	Net Present Space (Square Feet)	Net Future Space Needs (Square Feet)
Board of Supervisors	8,554	10,500
Chambers and Meeting Rooms	5,571	5,571
Telecommunications Commission	629	900
Delinquency Prevention Commission	875	700
Assessor	14,349	22,200
City Attorney	28,349	36,600
Sheriff	4,917	*
Treasurer	12,110	12,650
Tax Collector	15,830	21,000
Controller	80,258	111,380
Superior Court	42,363	*
Municipal Court	11,626	*
County Clerk	17,438	*
Mayor	20,828	25,050
Commission on the Aging	4,023	4,550
Art Commission	1,908	4,100
City Planning	17,359	22,000
Civil Service	27,676	25,200
Health Service System	5,771	6,600
Human Rights Commission	4,689	6,150
Parking Authority	1,357	1,000
Permit Appeals	890	1,000

Department	Net Present Space (Square Feet)	Net Future Space Needs (Square Feet)
Public Utilities Commission	106,504	139,700
Retirement Board	15,870	15,300
Commission on the Status of Women	543	1,400
Law Library	13,349	*
Rent Arbitration Board	2,637	4,750
Chief Administrative Officer	6,114	6,000
Real Estate	4,448	5,430
Press Rooms and Meeting Rooms	3,666	6,000
Cafeteria	1,456	6,000
Fitness Center	-	5,000
Child Care Center	-	3,000
Recorder	9,348	5,300
Public Administrator	6,016	7,250
Registrar	16,373	16,400
Public Health	68,394	103,217
Public Works	85,504	120,500
Purchasing	15,489	21,050
Clear Water Program	16,627	17,500
TOTAL	699,708	800,948

*Assumes Department will be relocated to new court building.

Main Library

A study on the "Functional and Space Requirements for a New San Francisco Main Public Library Building on Marshall Square" dated September 30, 1986 noted that the existing Main Library Building designed to accommodate 500,000 volumes currently exceeds that designed capacity by 100 percent. The report observed that "... the structure is on the verge of being dysfunctional. The 1,000,000 volumes strain its capacity. Attempts to serve its 2,800 daily walk-in patrons and to satisfy other public service demands are hampered by adverse physical conditions". The study focused on the construction of a new main library building on Marshall Square.

Brooks Hall

Brooks Hall is a 90,000 square foot exhibition facility which opened in 1956. When Moscone Center opened in 1981, occupancy at Brooks Hall declined significantly. Recently, the use of the hall has been improving as a result of a better marketing program. In 1986-87, there were 24 events which occupied Brooks Hall for a total of 187 days, a 55 percent utilization factor. Twenty of the 24 events used the complete hall and the Civic Auditorium. In comparison, the Civic Auditorium for this same period had 52 events, occupying 250 days for a 73 percent utilization factor.

With the proposed expansion of Moscone Center, the occupancy of Brooks Hall is expected to remain at current levels because Brooks Hall costs half as much to rent as Moscone Center, and hotels in the vicinity of the Civic Center are much less expensive than the downtown hotels. In the future, conventions will be coming to the city which can only afford Brooks Hall/Civic Auditorium facilities. Partial or complete closure of Brooks Hall would affect these groups adversely because Civic Auditorium alone cannot accommodate their needs. With no facility available to them in San Francisco, these groups would probably go to other locations in the Bay Area. Also, if Brooks Hall were closed to convention activities, Civic Auditorium would only be appropriate for concerts, small conventions without exhibits and community events.

Emergency Operations Center

In the feasibility study and report prepared for the location of an emergency operating center in 1978, a site was proposed in the Civic Center under Fulton Street between Larkin and Hyde Streets. The gross floor area of the proposed facility was about 31,000 square feet.

While several other sites within existing Civic Center buildings were considered, they were excluded from the study because of the construction costs to locate a facility of the size being proposed within an existing building. The report noted, however, that the coordination of an underground facility within a new building in the Civic Center would be a possibility that would warrant further consideration.

James Rolph, Jr. Plaza

At a distance, the James Rolph, Jr. Plaza appears to be in good physical condition. On closer inspection, however, the effects of time are taking their toll. There are other problems which are not so obvious.

The most serious problem is the ground subsidence around the perimeter of the Plaza. The sinking ground level has resulted in the deformation or buckling of the walkway surfaces. The source of this problem has not been fully determined. It could be caused by inadequate compaction of the soil under the surface, by broken or cracked subsurface drains which allow surrounding soils to be pulled into the drain system, or by some yet to be determined factor. A study of the problem is underway by the Department of Public Works.

Other problems affecting the use and enjoyment of the Plaza include the deteriorated condition of wooden benches, vandalized or deteriorated lighting located under the benches, and the need for an improved lighting system for pedestrian safety. The decorative granite pavers that framed the bases of the English Plane trees and the concrete drain plates that framed the edges of the two grass quadrants have from necessity been removed for reasons of safety. This has contributed to a somewhat more ragged appearance of the Plaza.

At several locations around the Plaza, the surface is penetrated by exit ways from either Brooks Hall or the Civic Center Garage. The exits are a visual intrusion into the design of the Plaza and they are a janitorial problem.

Although the lack of wind protected seating in the Plaza may periodically affect its use and enjoyment, this condition may be less of a disincentive than the current use patterns in keeping away a large number of potential users. In recent years, the Civic Center has become a favorite gathering place for transients and homeless persons. While most members of this largely male population site quietly enjoying the sunlight and air like everyone else, a sufficient number will act in socially unacceptable ways which discourages workers and residents of the area from using the open space areas of the Plaza.

The four corner quadrants contain masses of olive trees which block views into and out of the plaza. These areas have been a source of security problems for the Plaza user or passer-by. At night, these areas create dark enclaves which block the penetration of light provided by the perimeter street lighting system or the new lighting installed on the flag poles located adjacent to the pool.

Diagonal or cross pedestrian movement within the Plaza is blocked by the pool. Other areas have become isolated from one to another by walkways and planting areas. In recent years, the segmented nature of the Plaza seems to have encouraged unsocial behavior by some of its users.

Brooks Hall Ramp and Fulton Street Mall

The formal approach to City Hall from Market Street is visually marred by the Brooks Hall service ramp and attendant activities.

The large service ramp required to bring trucks into Brooks Hall and the use of Fulton Street between Larkin and Hyde Streets as a marshalling yard for vehicles waiting to gain access to Brooks Hall deforms the crucial longitudinal view axis between City Hall and Market Street. The ramp unbalances the symmetrical relationship between the existing Main Library Building and a future building on the Marshall Square site.

While it is recognized that these two features are important to the functioning of Brooks Hall as a convention facility, the relocation of the service ramp under or within a future building on the Marshall Square site would significantly reduce the visual imbalance along this primary axis. In the future, depending on the use of Brooks Hall following the expansion of Moscone Center, the queuing area for vehicles awaiting access to Brooks Hall should be relocated or scheduling of access better defined to reduce the number of parked vehicles in the ramp area. The Fulton Street area could then be converted into a pedestrian area to connect the Civic Center Plaza with the United Nations Plaza.

Off-Street Parking Facility

The parking of City automobiles for those departments which are located in the Civic Center has been an unresolved problem for several years. At present, only a few City cars have assigned parking spaces. The other departmental cars are parked on the street in any available space. This is an inconvenient and inefficient way to manage the parking of City automobiles in the Civic Center.

In 1980, the Purchasing Department prepared a feasibility study on the establishment of a City Automotive Pool in the area of the Civic Center. At that time, there were 130 City-owned cars assigned to departments in the City Hall area. The study recommended that an "assigned car" parking area be provided for City-owned cars rather than a "trip pool" facility. This conclusion was based on the finding which revealed "... that the vehicle operated at the lowest cost per mile is one that, where sufficient use justified, is assigned to the operating employee". No further steps were taken to achieve an assigned car parking facility or area within the Civic Center.

War Memorial/Performing Arts Center Complex

The War Memorial Complex is comprised of the Veterans' Building, including the Herbst Theater and the Museum of Modern Art, the War Memorial Opera House, Davies Symphony Hall and the Zellerbach Rehearsal Hall. The administrative offices of the War Memorial are located in the Veterans' Building.

Space is at a premium within the complex. Office space for the Opera and the Symphony exceeds acceptable occupancy levels. The administrative space for the War Memorial staff is congested. The Museum of Modern Art does not have sufficient space to adequately display its collections. Storage space for all occupants of the complex is inadequate. There is, however, a significant under-utilization of veterans' meeting rooms on the second floor of the Veterans' Building, especially during the day, according to a report issued by the Budget Analyst for the Board of Supervisors (Management Audit of the San Francisco War Memorial Veterans' Building, April 1985).

With the westerly extension of the Opera House, the rear building lines of the Opera House and the Veterans' Building are no longer in architectural balance. To correct this design relationship between these two important buildings, the Veterans' Building should be extended to conform with the Opera House addition and the Memorial Court should also be extended to correspond

with the rear line of these two buildings along Franklin Street. To insure that there is no loss of parking now located behind the Veterans' Building, parking space should be provided within the extension of the building. Until the various space issues are resolved within the Veterans' Building, the extension is not a priority need at this time.

Monuments, Statuary and Sculpture

There are currently six permanently installed monuments, statues or sculptural pieces in the Civic Center area, excluding objects on display within its various buildings.

On the Larkin Street frontage of the Main Library Building, two pedestals have been provided for the possible symmetrical siting of appropriate sculptural forms. At this time, no proposal has been brought forward for these twin pedestals.

Other works, however, are being considered for the Civic Center area. With respect to these future proposals, special care must be exercised to ensure that the object and its siting (location) respects the Center's architectural character and spatial relationships.

Van Ness Avenue

Early plans for the proposed Civic Center showed a large semicircular plaza on the west side of Van Ness Avenue at the Fulton Street intersection. The intent of this proposal was to create a special urban place along this section of Van Ness Avenue opposite from and on axis with the City Hall.

When the site for the Opera House was moved from the Marshall Square Block to its present location at Grove Street and Van Ness Avenue and the Veterans' Building was constructed on the block north of the Opera House, the proposed semicircular plaza concept became a courtyard between these two buildings. Also, the two flanking buildings were setback from Van Ness Avenue a distance similar to the setback for the City Hall. The result of these actions was to create a special space along the entire length of Van Ness Avenue from McAllister to Grove Streets.

The relationship of this special space to the monumental buildings along Van Ness Avenue has now been reduced with the narrow, landscaped median strip and the cyclone fence. With the completion of Davies Symphony Hall and the new State Office Building, this section of the Avenue has assumed even greater significance as a part of the Civic Center. These two prominent buildings now serve to frame the space along this section of the street. The frame will be completed in the future with the construction of a new City building on the southeast corner of Van Ness Avenue and Grove Street.

4. DEVELOPMENT OPPORTUNITY SITES

Seventy-three years after construction began on the Civic Center, the complex stands incomplete. Several crucial sites are either under-utilized or inappropriately developed. They have a deleterious visual effect on the Center. These sites should be developed to provide for the completion of the design concept which the Civic Center embodies.

While it is not necessary that any new building on these sites be in the French Renaissance or Beaux Arts style, a successful architectural design will share many qualities of this style. A good building design will not attempt to be distinctively different or in any similar way demand special attention or unique status. The challenge will be to create outstanding architecture, both convincing and real.

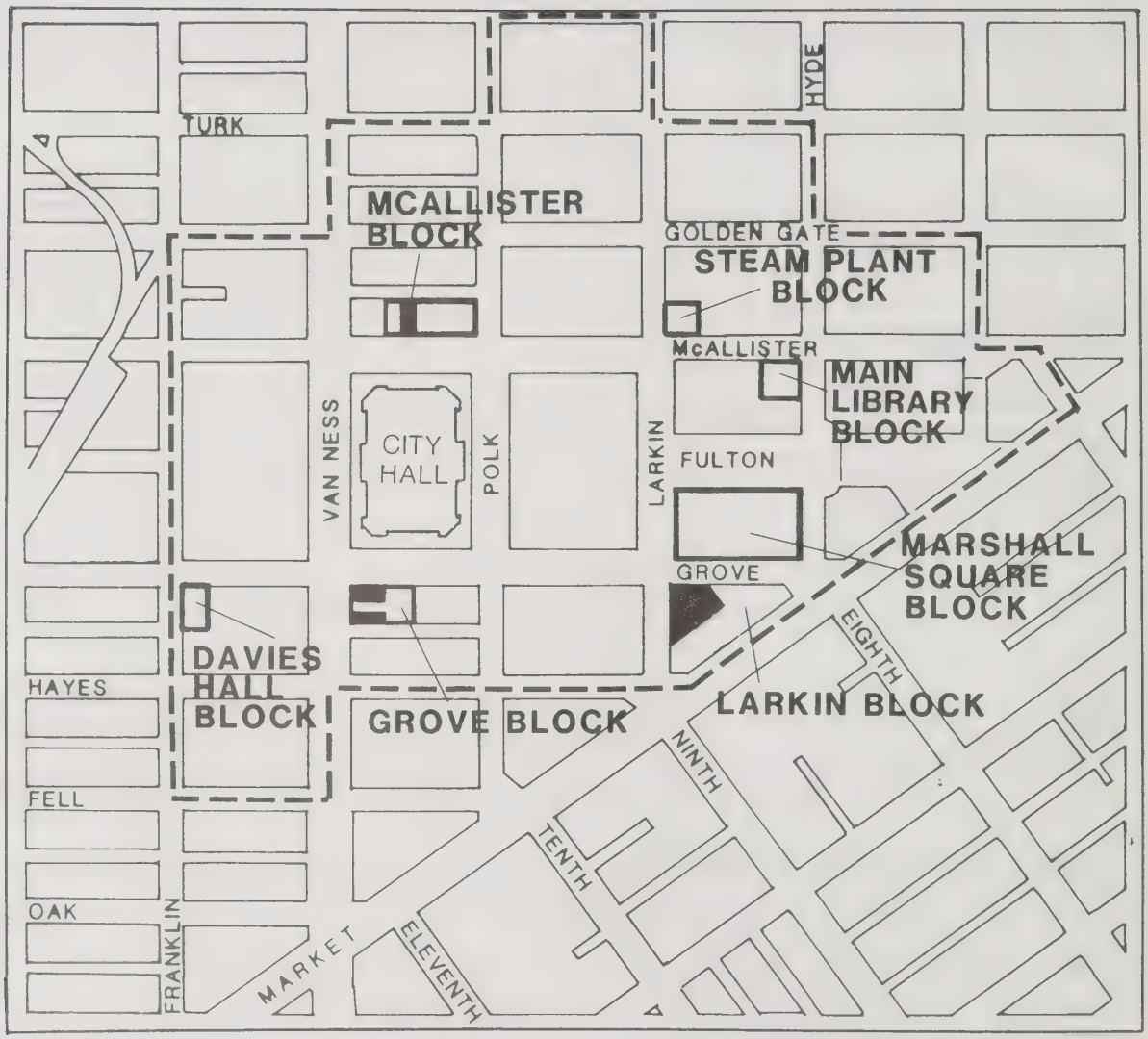
Within the Civic Center area, development opportunities exist on six City-owned vacant, under-utilized or inappropriately used sites (see Plate 7). These sites comprise a total of 178,975 gross square feet of land area (see Table 5).

Table 5

VACANT OR UNDER-UTILIZED CITY-OWNED LAND

	Gross Land Area (Square Feet)
Main Library Block (45 Hyde Street)	18,900
Marshall Square Block	90,259
McAllister Block	28,875
Grove Block	13,815
Steam Plant	7,656
Davies Hall Block	19,470
TOTAL	178,975

To adequately use the development potential of these City-owned sites, to provide additional space for office development and to provide for the completion of the Center's original design concept, 30,125 gross square feet of privately-owned properties are suggested for future acquisition (see Table 6).



DEVELOPMENT OPPORTUNITIES

City Owned

Privately Owned Expansion Areas Recommended For Acquisition

Plate 7

Table 6

PROPOSED ACQUISITION OF
PRIVATELY-OWNED PROPERTIES

	Gross Land Area (Square Feet)
McAllister Block	4,125
Grove Block	7,450
Larkin Block	18,550
TOTAL	30,125

With the acquisition of these privately-owned properties by the City, 209,100 gross square feet of land area would be available to accommodate future public development within the Civic Center area to assure its visual and physical completion and to meet future space needs. These development opportunity sites are described in the following discussion. The buildable area of these sites, including City- and privately-owned properties, is summarized in Table 7.

Main Library Block (45 Hyde Street)

The three-story wood frame building at 45 Hyde Street, built as a temporary wartime building, is the principal under-utilized portion of the Main Library Block. The building is occupied by the Public Library, the Art Commission and the Department of Public Works.

The portion of the block occupied by the building and the adjacent driveway, but excluding the area on the corner of Hyde and Fulton Streets, contain 18,900 gross square feet of buildable land area. The development potential of this site with five floors of occupancy (an estimate to correspond with the window lines of the Main Library Building) and one full basement level within the height limit of 80 feet is 113,400 gross square feet for maximum occupancy. Although the existing library setback at the corner of Hyde and Fulton Streets will remain, this assumes no setback for the remainder of the Hyde Street frontage. The net usable floor area would be 102,060 square feet.

Table 7

DEVELOPMENT OPPORTUNITIES*

	Gross Buildable Floor Area (Square Feet)	Net Buildable Floor Area (Square Feet)
Main Library Block (45 Hyde Street)	113,400	102,060
Marshall Square Block	384,300	326,655
McAllister Block	231,000	207,900
Grove Block	127,590	114,831
Larkin Block	129,850	110,373
Steam Plant	53,592	48,233
Davies Hall Block	116,200	104,580
TOTAL	1,155,932	1,014,632

*NOTES:

1. The gross buildable floor area is based on the number of floors which can be constructed on a particular site and within the site's height limit. In general, it represents a floor-to-floor height of 12 to 13 feet. Special design factors and space requirements may reduce the potential area somewhat.

2. The net buildable floor area represents a 10% to 15% reduction from the gross buildable floor area, an 85% to 90% efficiency ratio to gross area. It excludes floor area used for utilities, stairways, halls, restrooms, elevator shafts and other common building facilities.

3. The net floor area includes basement space which is used for departmental storage, computer or word processing equipment and other similar uses which are necessary for a department's office or administrative activities within the building.

4. The gross and net floor areas shown in this report are approximate. Precise square footages for a site can be developed only after architectural drawings have been prepared.

Marshall Square Block

The most critical under-utilized block in the Civic Center is Marshall Square. Until this site is filled in with a building of similar mass and character of the existing Main Library Building, the major spatial composition of the Civic Center cannot be experienced as intended in the original design concept.

The Marshall Square block contains 90,259 gross square feet of land area. It is occupied by a small wood frame building which contains the Office of Community Development and the Office of Housing and Economic Development. A public parking lot, operated under lease, occupies the remainder of the block.

Because of the setback requirements for the block and the configuration of the Pioneer Monument located at the northeast corner of the site, the land area actually available for development is 54,900 net square feet. If the monument were relocated, the buildable land area would be 63,950 net square feet.

On the assumption that the monument will remain at its present location because of its historical relationship to the original City Hall site and including a notch cut from the building to correspond to the corner configuration of the Main Library Building, the potential gross buildable floor area of the site is 384,300 square feet. This amount is based on six floors of occupancy and one basement level within the Civic Center height limitation of 80 feet. The net usable floor area would be 326,655 square feet.

There are two other factors which may affect the potential development of Marshall Square, however. The vehicular access ramp to Brooks Hall is located on the south side of Fulton Street. In the future, when the Fulton Mall is constructed within the street area and a new building is constructed on Marshall Square, the existence of the ramp will adversely affect the visual relationship of the area to the main axis between City Hall and Market Street. A new building proposal on Marsnall Square should therefore incorporate into the first floor and basement plan a means to accommodate a reconfigured access ramp, including improved pedestrian access to Brooks Hall. Secondly, the massing of a building on Marshall Square to achieve architectural symmetry with the Main Library Building may cast a shadow on the Civic Center Plaza during the early morning hours, although the significance of the shadowing effect has not been determined. The architectural modification of the building to meet the sunlight requirements, assuming that a significant shadowing effect is determined, would result in a reduction of the usable square footage of the new building as well as preventing the realization of the original Civic Center design concept.

McAllister Block

The McAllister Block is located north of City Hall and it is bounded by McAllister and Polk Streets, Redwood Alley and Van Ness Avenue. The block contains three City-owned parcels and two privately-owned lots.

The uses in this block include a privately-owned three-story apartment building over a ground floor containing commercial occupancies, the private Society of California Pioneers, the Traffic Bureau of the Department of Public Works, the City Hall Annex, and the City-owned corner site at Polk and McAllister Streets which is used under lease as a public parking lot.

This block and the Grove Block are two important future development areas within the Civic Center. Not only do they provide convenient access to City Hall, but they are also important for the fulfillment of the design concept for the Civic Center. Each block acts as a frame for City Hall.

The design of any future buildings within these two blocks is set by the architectural style of the Public Health Building on the Grove Block and the necessity to create a visual balance on these two blocks across from City Hall. This does not necessarily mean the exact replication of the Public Health Building, as was the addition to the War Memorial Opera House, but any new building on these blocks must closely respect the architectural character of the Public Health Building and City Hall.

The portion of the McAllister Block which is opposite from the northwest corner of the Plaza will require an architectural design to carry out the corner concept established in the 1912 Civic Center Plan and in the design of the Public Health Building. This is one of the four critical corners which frame and enhance the Plaza's visual unity.

The McAllister Block, excluding the apartment-commercial building on the corner of McAllister Street and Van Ness Avenue, contains 33,000 gross square feet of land area. Of this amount, 28,875 gross square feet is City-owned and 4,125 gross square feet is privately-owned. The maximum potential development of this block with six floors of occupancy and one full basement level is 231,000 gross square feet within the 70-foot height limitation. The net usable area is 207,900 square feet.

Grove Block

The Grove Block is located south of City Hall. It is bounded by Grove, Polk and Lech Walesa Streets and Van Ness Avenue. The block contains four City-owned parcels and two privately-owned lots.

The uses in this block include a privately-owned commercial building, a church with a ground floor retail use, the Controller's data processing unit, a vacant City-owned site, the Art Commission's gallery, and the administrative, health services and laboratory facilities of the Department of Public Health.

The Grove Block, excluding the Public Health Buildings at 101 Grove Street and 135 Polk Street, contains 21,265 gross square feet of land area. Of this amount, 13,815 is City-owned and 7,450 is privately-owned. The maximum potential development of this block with five floors of occupancy (required to correspond with the window lines of the Health Building) and one full basement level is 127,590 gross square feet within the height limit of 70 feet. The net usable floor area is 114,831 square feet.

Larkin Block

The Larkin Block is located at the southeast corner of the Larkin Street and Grove Street intersection. It is the only key corner site under private ownership. The block contains three privately-owned parcels which are suggested for future acquisition to complete the Civic Center design concept around the Plaza.

The uses which occupy these parcels include a two-story building containing a bank and offices, and two parking lots. The lot on which the commercial building is located extends from the Grove and Larkin frontage to Market Street. It has a width of 50 feet and a depth of 200 feet. The portion proposed for public use would occupy only one-half of the lot's depth. The remaining portion of the lot on the Market Street frontage would remain under private use.

The Larkin Block, excluding the Market Street frontage, contains 18,550 gross square feet of land area. The development potential of this block with six floors of occupancy and one full basement level is 129,850 gross square feet within the 80-foot height to achieve design conformity with the Civic Auditorium and a future building on Marshall Square. This amount assumes the abandonment of a portion of the Grove Street right-of-way, a remnant of the former City Hall Avenue (also known as Park Avenue), which is now occupied by a small open space area in front of the bank's Grove Street entrance. Also, there would be a slight reduction in this square footage allocation to accommodate the corner concept noted previously. The net buildable area would be 110,373 square feet, excluding the corner adjustment.

Steam Plant Site

The steam plant constructed in about 1915 is a small square building located on the northeast corner of Larkin and McAllister Streets. The plant supplies steam heat to seven City buildings within the Civic Center.

The City has considered closing the plant because of its age and maintenance requirements. Because of plant's condition, the potential benefits of interconnecting the City's steam loop with Pacific Gas and Electric's downtown steam loop have been investigated, but no final decision has been made regarding the future status of the plant.

The site contains 7,656 gross square feet of land area. Under an 80-foot height limit, with six floors of occupancy and a single basement level, the gross buildable floor area of the site is 53,592 square feet. As a key corner site, there would be a slight reduction in this square footage allocation to carry out the corner concept for buildings across from the Plaza. The net usable area would be 48,233 square feet, excluding the corner adjustment.

Davies Hall Block

The northwest corner of the Davies Hall Block is used as a parking lot. Originally, under the plan for the Performing Arts Center, this site was to be used for a recital hall and ancillary space for the Center's tenants.

The area occupied by the parking lot contains 19,470 gross square feet of land area. The gross buildable lot area is 16,600 square feet because of the building setback line established by the Davies Symphony Hall. The maximum potential development of this site with six floors of occupancy and one full basement level is 116,200 gross square feet. This development potential is based on the height of the Hall at the toe of the mansard roof line. The net usable floor area would be 104,580 square feet for office or similar activities. This net figure would be less if the building were to be partially used for performing arts activities.

1680 Mission Street and One South Van Ness Avenue

In addition to the development opportunities suggested in this report for the Civic Center, two other sites are under consideration by other City departments as possible office space locations. Both sites are located outside of the Civic Center area, however.

A request has been submitted by the Department of Public Works for a jurisdictional transfer of City-owned property (a title clearance is pending) at 1680 Mission Street, an office building occupied previously by the Department of Social Services. The building contains 34,200 square feet of net usable area. The Board of Supervisors has appropriated funds to seismically upgrade the building. Other remodeling or improvement work will be required if the building is to be fully functional for the Department's architectural and engineering bureaus. At this time, only the Traffic Bureau of the Department of Public Works is proposed to be relocated to this site.

The Real Estate Department has put together a proposal for the acquisition of One South Van Ness Avenue, an office building currently owned by the Bank of America. The building contains 435,000 net square feet of usable area. Based on an analysis by the Department, the building could accommodate the space requirements of eight departments, including the Controller's ISD Section, the Public Utilities Commission and the Department of Public Works. If this site were acquired, the use of 1680 Mission Street as an office facility for the Department of Public Works would not be needed. The Real Estate Department has indicated that the acquisition of this property would permit the consolidation of scattered departmental facilities (the ISD Section, for example, is at six separate locations) and would alleviate the severely overcrowded working conditions in City Hall and at other office locations. To accommodate the relocation of these eight departments to this proposed site, extensive remodeling of the building would be required.

6. DEVELOPMENT PROGRAM

As a city, San Francisco has one of the finest collections of architecturally significant public buildings in the Civic Center. The historic quality of the Center has been recognized nationally with its placement in the National Register of Historic Places. It is a point of interest for visitors to the city. The future preservation, conservation and completion of this priceless asset are therefore matters of utmost importance.

The present Civic Center arose from the dust and rubble of a devastating earthquake. It was the results of an inspired civic leadership and a citizen commitment to greatness and grandeur. The vision, however, was not completed. A renewed awareness must be generated to ensure that the inspired vision which gave rise to the Civic Center's greatness is not forgotten.

The Civic Center functions not only as a place for the display of architectural grandeur, but it is also a place which represents the government of this city. In this latter capacity, the Civic Center must accommodate the facilities in which government can function to the benefit of the citizens of this city. It is to these responsibilities that this section on the development program for the Civic Center will be addressed.

In the previous section, a number of development opportunities were discussed for under-utilized or inappropriately used sites in the Civic Center. This section on the Development Program recommends possible uses for these sites.

To guide the recommendation process, certain general questions were raised regarding possible use options for each site.

-- Does the use reinforce the Civic Center as a governmental center? Is the "civic presence" enhanced?

-- What is the relationship of the use to an adjacent or proximate use? Is that relationship important or appropriate for the use?

-- Is an existing Civic Center space need or operational deficiency resolved by the use?

-- What is the space need for the use? Can it fit within the development capacity of the site?

City Office Development

Since the various buildings in the Civic Center were constructed in the 1930's, the responsibilities of government have changed significantly. The services which various City departments provide to the public have increased beyond the vision of the 1912 Civic Center plan. To meet expanding service requirements, staff increases have been requested and approved without sufficient attention to the availability of adequate space to accommodate these increases. Today, the most critical need facing most City departments in the Civic Center or related areas is the need for office space to provide a satisfactory work environment for its employees.

As noted previously, there is a requirement for 800,948 net square feet of office space for Civic Center related activities, excluding the courts and court-related activities which are in City Hall (see Table 3). Subtracting from this amount the space in City Hall and the space in the Public Health Building at 101 Grove Street, there is an unfulfilled office space requirement of approximately 440,000 net square feet, including 70,000 net square feet for a Data Processing Center. It should be noted that this unfulfilled office space requirement is in addition to the space which would be made available in City Hall with the relocation of the courts.

The City is currently leasing 195,474 square feet of office space at an annual cost of about $2.8 million as shown on Table 3 of this report. This reliance on leased floor area has been increasing over the years as departments attempt to respond to their space needs. This method of obtaining space is not cost-effective in the long term. The fiscal resources which are allocated for lease payments more appropriately should be used for meeting the construction costs of City office buildings; a sound investment of public funds. It is only through this and other policies that the Civic Center can be completed.

The 1680 Mission Street and One South Van Ness Avenue sites have been mentioned in this report previously because they represent an opportunity to provide needed office space for various City departments, although these sites are outside of the Civic Center area. The 1680 Mission Street site is a possible location for interim office space to provide an immediate relief to overcrowded and unacceptable working conditions, but it should not be viewed as a permanent solution to the City's office space needs. The acquisition and improvement of One South Van Ness Avenue is a different issue. It represents a significant financial and physical commitment.

The report prepared for the acquisition of this property by the Chief Administrative Officer states that "The availability of this building presents the City and County with an excellent opportunity to reduce the City's lease payments for Civic Center office space in the future as well as provide much needed Civic Center office space for a variety of City and County departments and agencies now located both in and outside of the Civic Center area." The report further notes, in support of the acquisition, that the City would be able to gain an equity position in the building, an advantage not provided through annual lease payments.

To immediately provide needed office space by the acquisition of an existing building is an attractive proposal: It is there and it is cost-effective. The thesis of this report, however, is for the development of a program to provide for the completion of the Civic Center. If the financial and physical energies needed to complete the Center are diverted or redirected into other areas, potential development opportunities for the Civic Center may be lost.

RECOMMENDATION: **Acquire Privately Owned Properties in Grove and McAllister Blocks for Future Civic Center Development in Concert with Existing City-Owned Properties.**

The policy initiated by the City in the late 1960's to begin the acquisition of privately-owned properties in the Grove Block for a future

building site should be re-established to complete this acquisition plan. The purchase of these properties and the privately-owned lot in the McAllister Block should be given priority consideration to realize the full development potential of the adjacent City-owned properties and to provide for the completion of the Civic Center design concept in these two important areas.

RECOMMENDATION: **Construct City Office Buildings on the Grove and McAllister Blocks to meet Office Space Needs for City Departments.**

The Grove and McAllister Streets sites are recommended for office space development because:

1. The two sites will provide 322,231 net square feet of potential office space area to meet, in part, the unfulfilled office space need of 440,000 net square feet;

2. The Grove and McAllister sites are conveniently located to City Hall, the administrative center of the Civic Center;

3. Each site has sufficient buildable area to adequately accommodate office development; and

4. The maximum development potential of the two sites would be achieved with five floors above grade on the Grove site and six floors on the McAllister site.

The development of the McAllister Block assumes the demolition of the City Hall Annex Building at 450 McAllister Street, an inefficient and unsuitable building now occupied by the Department of City Planning and the Department of Public Works. This action is suggested to achieve the best utilization of the City-owned area within the McAllister Block and to achieve design continuity along the McAllister Street frontage located across from City Hall. The final disposition of this building should be subject to further review, however. It may be possible to incorporate this building into a new development plan for the entire block.

While it is recognized that this recommendation would probably result in a higher square-foot office space cost as compared to One South Van Ness Avenue, the construction of new office space in the Civic Center on these important blocks will have a lasting value to the City and the Civic Center area which would not be realized at the South Van Ness Avenue site.

Although the Grove and McAllister Blocks would provide most of the buildable square footage required to meet the office space need, a deficiency of about 120,000 net square feet would remain, as based on current projections. This deficiency, however, may be reduced by several possible actions:

1. Included in this figure is the net area required in the amount of 70,000 square feet for a Data Processing Center. While it is the opinion of the Controller's Office that this center should be located within the Civic Center area, it is possible that the operating requirements of the center may exceed the physical capacity of a Civic Center location. To resolve this issue, a careful analysis of the center's space and operating requirements must be made;

2. The buildable envelope on Marshall Square currently exceeds the present space needs for the new main library by approximately one complete floor (about 50,000 gross square feet). The actual area which would be available for possible office use can only be determined after plans are prepared for the new main library building; or

3. At 1680 Mission Street, there is 34,200 net square feet of potential office space. No decision has been made at this time regarding the future use of this building, although the Department of Public Works has indicated a desire to use the space for its architectural and engineering bureaus.

Because any one of these three possibilities would change the need for additional office space in the Civic Center area, no further office space development options are recommended at this time.

In reviewing the development options for the Grove and McAllister sites, the gross floor area capacity of any one of these two sites is too small to accommodate the Civic Center space needs of a major department within the 70-foot height limit.

-- The gross buildable area for use by the Civil Division of the Superior Court, for example, would be 165,000 square feet (four floors of occupancy and one basement level) on the McAllister site. The gross area needed is 207,557 square feet.

-- The gross area needed for a new main library building is 346,000 square feet which is significantly over the gross buildable area of 231,000 square feet, assuming six floors of occupancy and one basement level.

-- There is a possibility that the McAllister site could accommodate a museum building. Such a facility has been proposed by a private sponsor; however, the physical and financial feasibility of that proposal has not been determined (the privately-sponsored concept also proposed the acquisition of property on Golden Gate Avenue).

RECOMMENDATION: Relocate Civic Center Related Office Activities from Leased to City-Owned Buildings to Reduce Long-Term Lease Payment Costs.

Because the long-term leasing of privately-owned office space is not cost-effective for the City, departmental activities should be relocated from leased facilities to City-owned buildings and funds used for lease payments reallocated to meet lease purchase or other debt costs for the construction of publicly-owned office facilities. Although the magnitude of the present space needs will probably necessitate continued leasing into the future, leased facilities should be confined to short- or intermediate-term office use only.

Civil Courts

The Civil Divisions of the Superior and Municipal Courts, including court-related functions, currently occupy about 90,000 net square feet of space on the third and fourth floors of City Hall. As was noted previously in this report, this area is inadequate for current court operations.

The two Civil Divisions have an estimated need for 281,434 gross square feet of space by the year 2005, as determined by the court consultant. Of this amount, 73,877 is for the Municipal Court and 207,557 is for the Superior Court.

As noted in the consultant's initial inventory and expansion program report, "Operating separate civil and criminal facilities necessitates duplication of certain management and service functions. The space projections suggest that this duplication of facilities requires a 10%-20% increase in program area. Combining all court and court-related needs into one facility would increase space efficiency." It will also increase operating efficiencies.

The Criminal Divisions of the Superior Court and Municipal Court are currently located at the Hall of Justice. These two activities occupy about 100,000 net square feet of floor area. Based on the courthouse consultant's report, an additional 152,512 gross square feet of floor area is needed to accommodate the needs of the Criminal Divisions to the year 2005. Combining both divisions of the court system at the Hall of Justice, 431,940 gross square feet of additional space would be needed, assuming the existing net square footage would continue to be used by the two court systems.

RECOMMENDATION: **Relocate the Civil Divisions of the Superior Court and Municipal Court from City Hall to a New Building Adjacent to the Hall of Justice to Provide for the Consolidation of all Court and Court-Related Activities.**

To accommodate the consolidation of the two divisions of the Superior Court and the Municipal Court at the Hall of Justice site, it is suggested that the privately-owned properties located in the block easterly of the Hall which is bounded by Ahern Way and Harriet, Bryant and 6th Streets be acquired for the construction of a new court building adjacent to the Hall of Justice. This block contains about 46,400 square feet of land area. The block is under a height limit of 30 feet. To accommodate a horizontal extension of the seven floors of the Hall of Justice to the new site, a change of height would be required from the present 30 feet to about 112 feet.

The development potential of the East Block is about 371,000 gross square feet, assuming seven floors of occupancy and one basement level. Additionally, since the Hall of Justice is set back from the westerly line of Harriet Street by about 60 feet, it is possible to utilize the air space over the street area and a portion of the building setback area. This extension would provide about 101,000 gross square feet of buildable area for a total development capacity for the two areas of approximately 472,000 gross square feet.

At present, an analysis is under way to determine the future space requirements for jail facilities at the Hall of Justice and at San Bruno. In the event additional space is needed for jail facilities at the Hall, one floor of the proposed building could be allocated to this use (63,000 gross square feet) without significantly impacting the space needs of the two court systems. This area could be shelled-in until a future need arises for its use. Final resolution of this issue depends on the completion of the jail study.

The consolidation of the Superior Court and the Municipal Court at the Hall of Justice would achieve significant benefits for the City:

1. About 90,000 net square feet of space now occupied by the two courts in City Hall would be made available to partially resolve the need for additional office space in the Civic Center;

2. The relocation will resolve a space need for two major departments now located in the Civic Center;

3. The consolidation will achieve space and operating efficiencies for the two court systems at the Hall of Justice; and

4. Based on the findings of the jail study, additional space could be provided to resolve the need for future jail facilities at the Hall of Justice.

In the event the consolidation of court activities at the Hall of Justice is not feasible, two optional sites have been considered. These sites, however, would provide for the Civil Divisions of the Superior and Municipal Courts only.

-- **Commerce High School Site.** This site is the current location of the administrative offices for the San Francisco Unified School District. Staff representatives of the District are considering a program to improve the site for office facilities. It is possible that this improvement program could also include sufficient space to accommodate court needs.

-- **Main Library Block.** Should the Asian Art Museum re-use option for the Main Library Building not be feasible, preliminary plans developed for the site to accommodate the space needs of the two court systems suggest that this re-use option would be a very good "fit" for the existing building, including the space at 45 Hyde Street.

Main Library Block

The existing main library has been a source of literary inspiration for millions of patrons for the past 70 years, but library service needs have changed. The present library building is now functionally obsolete. Its 1,000,000 volumes strain its physical capacity. Attempts to serve its 2,800 daily walk-in patrons and to satisfy other public service demands are hampered by adverse physical conditions.

To determine if the Main Library Building could be remodeled and expanded to meet the functional and spatial needs of the main library system for the future, a consultant experienced in library planning was retained to evaluate the building's capabilities and capacities. In the consultant's initial evaluation of the building, including adjacent areas, it was found that:

1. The renovation and expansion of the Main Library can theoretically accommodate the quantitative space needs of library operations projected through the year 2006;

2. The degree of renovation and expansion work required to meet the library's needs will be quite extensive and would entail a substantial capital commitment by the City;

3. There does not appear to be significant conflicts in the nature of space, at least in quantitative terms;

4. No significant degree of interim occupancy of the Main Library Building would be feasible during the period of construction work; and

5. The expansion program will consume all of the building's capacity. No future expansion potential would be available.

Based on the consultant's work on the Marshall Square site for the new main library building, 346,000 gross square feet are needed for the library through the year 2006. A remodeled and expanded existing Main Library Building will provide 347,700 gross square feet of projected library space. If the San Francisco Archives and approximately 50% of the Bound Periodicals Collection were located off-site, the total projected gross area requirement would be reduced by 18,600 gross square feet to a revised requirement of 327,400 gross square feet. The consultant observed that in theory such displacement is intended to yield economies, but in practice the benefits have not proved to be as substantial as first expected.

A possible alternative to the physical closure of the main library system during the construction period would be to relocate all essential services to leased space, such as a warehouse. This possibility, however, could be expensive and the location inappropriate to meet the service needs of the user. Another option would be to construct a new building on the 45 Hyde Street site as the first phase of the project and relocate all critical services to the new building in conjunction with an off-site book storage area. To do this would probably prolong the remodeling and expansion project for the main library building because first phase must be completed before work could begin on the remodeling of the existing building. In consideration of these various options, there would be a significant disruption in the City's ability to provide library services to the public.

In reviewing the findings of the consultant's initial report on the remodeling and expansion of the Main Library Building, the practical feasibility of using the building to meet the future needs of the main library system is questionable.

-- Although the gross floor area is available on the site, the quality of that area may not be fully functional.

-- The remodeling and expansion costs may approach the costs of new construction.

-- The library, in effect, would be closed for 2 to 3 years during the construction period which would result in a major disservice to the user public.

-- The remodeling and expansion program will consume all of the site's capacity, leaving no area available for future expansion beyond the year 2000.

-- Some of the building's existing deficiencies would remain, such as the seven-story stack area (required to obtain maximum use of all existing space) and the structural impediments to horizontal movement within the building (required to preserve the building's interior monumentality).

For these stated reasons, it is recommended that a new main library building be constructed on Marshall Square to adequately meet the future space and operational needs of the main library system.

Six principal re-use opportunities were investigated by consulting architects for the Main Library Building, including the 45 Hyde Street site. Each option was carefully analyzed to insure that it would be in keeping with the monumental character of the building and its significant interior spaces.

1. **Museum.** The Museum option considered all kinds of exhibit opportunities and museum types. The program assumed that the gallery spaces are to provide for paintings, sculptures, historical, science or natural history exhibits similar to those found in other museums. This re-use option was a good "fit" within the building, including the 45 Hyde Street site;

2. **Civic Office.** This option is analyzing the feasibility of using the building to meet the City's need for a modern, efficient office facility. The re-use of the building for office activities was a relatively low efficiency option;

3. **Conference.** The re-use of the building for conference activities would involve the creation of meeting spaces, an auditorium, formal gathering spaces, and the technical, service and storage requirements of a modern conference facility. The re-use of the building for this purpose was a good "fit", but feasibility of the proposed use is uncertain at this time;

4. **Theater/Performing Arts.** This option proposes that the building be re-used as a performing arts theater to accommodate a variety of activities, including drama, musical theater, and dance. This proposal was a fair "fit" for the building. The costs associated with this use would be high relative to other uses. The economic feasibility of the use is not known;

5. **Mixed-Use Cultural Facility.** Rather than provide for a single use of the building, this option proposes that the building be used by several different institutions (the same or different use type) which would share exhibit, studio or performing space. The re-use option would allow the building to be tailored to uses which fit its spaces. The economic feasibility of this mixed cultural option is not known; or

6. **Superior Court.** The court option would provide space for the Civil Division of the Superior Court. The proposal includes the installation of 23 courtrooms and chambers, and space for the Law Library, the County Clerk and other court-related uses. The preliminary plans developed for this re-use option indicated that the court use is a very good "fit" for functions and space in the existing building, including the space at 45 Hyde Street. This option would open-up space in City Hall currently used by the Court for office use.

Based on a review of these various options by the consulting architects, no exterior modifications should be required to the existing building. The addition on the 45 Hyde Street site would be done in a manner harmonious with the building's architectural style. Also, it is recommended that the space created by the corner offset at Fulton and Hyde Streets should be retained. The proposed use of this area could include an entrance plaza to a new building on the 45 Hyde Street site or for an outdoor space for that building. In any event, the obscurity of this space should be removed with the development of the Hyde Street site.

RECOMMENDATION: **Convert the Existing Main Library Building into a Museum Facility to Accommodate the Space Needs of the Asian Art Museum.**

In the architectural consultant's analysis of re-use options for the existing Main Library Building, a museum use was found to be particularly well suited to the building and is one of the best potential alternate uses for the Main Library Building. The report stated that "The use takes maximum advantage of the significant spaces and provides gallery space, in several quantities, of real diversity and flexibility. The large existing basement provides generous backup space which museums need; space for shops, large scale storage, packing and holding, and curatorial functions."

The Asian Art Museum, presently located adjacent to the M. H. de Young Museum in Golden Gate Park, currently operates within about 90,000 gross square feet of floor area. To adequately display its collection and to meet the Museum's space needs for the future, it has been estimated by the Museum's consultant that about 200,000 gross square feet of floor area would be needed.

The architectural consultant's analysis of the museum re-use option estimated that 136,000 gross square feet of floor area could be provided for museum purposes within the existing building. If the 45 Hyde Street site is included in the gross space calculation, the gross museum area increases to 217,000 square feet. In comparing these space estimates with the gross area provided by the Museum's consultant, the existing Main Library would not have sufficient gross space to meet the Museum's projected need without also including the 45 Hyde Street site.

Although the relocation of the Asian Art Museum from Golden Gate Park to the Civic Center area will not resolve a space need within the Center, the relocation of the Museum from the present museum complex within the Park will resolve a major space issue affecting the M. H. de Young Museum and its need for sufficient space to adequately display its collection. Also, the Asian Art Museum will bring a cultural presence to the Civic Center which is needed to fill the void created by the proposed relocation of the Museum of Modern Art to Yerba Buena Center.

The Asian Art Museum would provide an appropriate re-use option for the existing Main Library Building, as based on the preliminary evaluation prepared by the architectural consultant.

-- The monumentality of the existing Main Library Building would be retained and preserved.

-- The Museum would utilize the development capacity of the site, including the 45 Hyde Street site.

Marshall Square Block

The Marshall Square site is the largest site within the Civic Center which is available for future development. A building at this location must be monumental in proportions, architecturally compatible with the Main Library Building (including the corner offset) and it must respect the principal axis between City Hall and Market Street, and the secondary axis of the Main Library Building.

The future use of the Marshall Square site is one of the most significant issues in the completion of the Civic Center. The site has the development potential to meet the space needs of a major tenant, unlike any other vacant or under-utilized site within the area of the Civic Center. Because of this capacity, principal consideration should be given to a single rather than multiple occupant.

The vehicular ramp to Brooks Hall will be a key concern in the development of Marshall Square. Regardless of the future use of the Hall, vehicular access will be required. Because the present ramp will probably remain as the only viable means of access in the future, its reconfiguration should be part of any major building program for the Square, including improved pedestrian, without a reduction in access capabilities.

The Pioneer Monument is a historic reminder of the old City Hall site, but its present location greatly reduces the development potential of Marshall Square. The Monument's present location is obscure and its siting relative to Hyde Street depreciates its significance. To create an appropriate setting for the Monument, as illustrated on Plate 8, the developable area of Marshall Square is reduced. Also, with a new building on the Square, the Monument could still remain at an obscure location at the back side of the new building if there were no entrance or pedestrian activities at the southwest corner.

RECOMMENDATION: Construct a New Main Library Building on Marshall Square, and Modify Vehicular and Pedestrian Access to Brooks Hall.

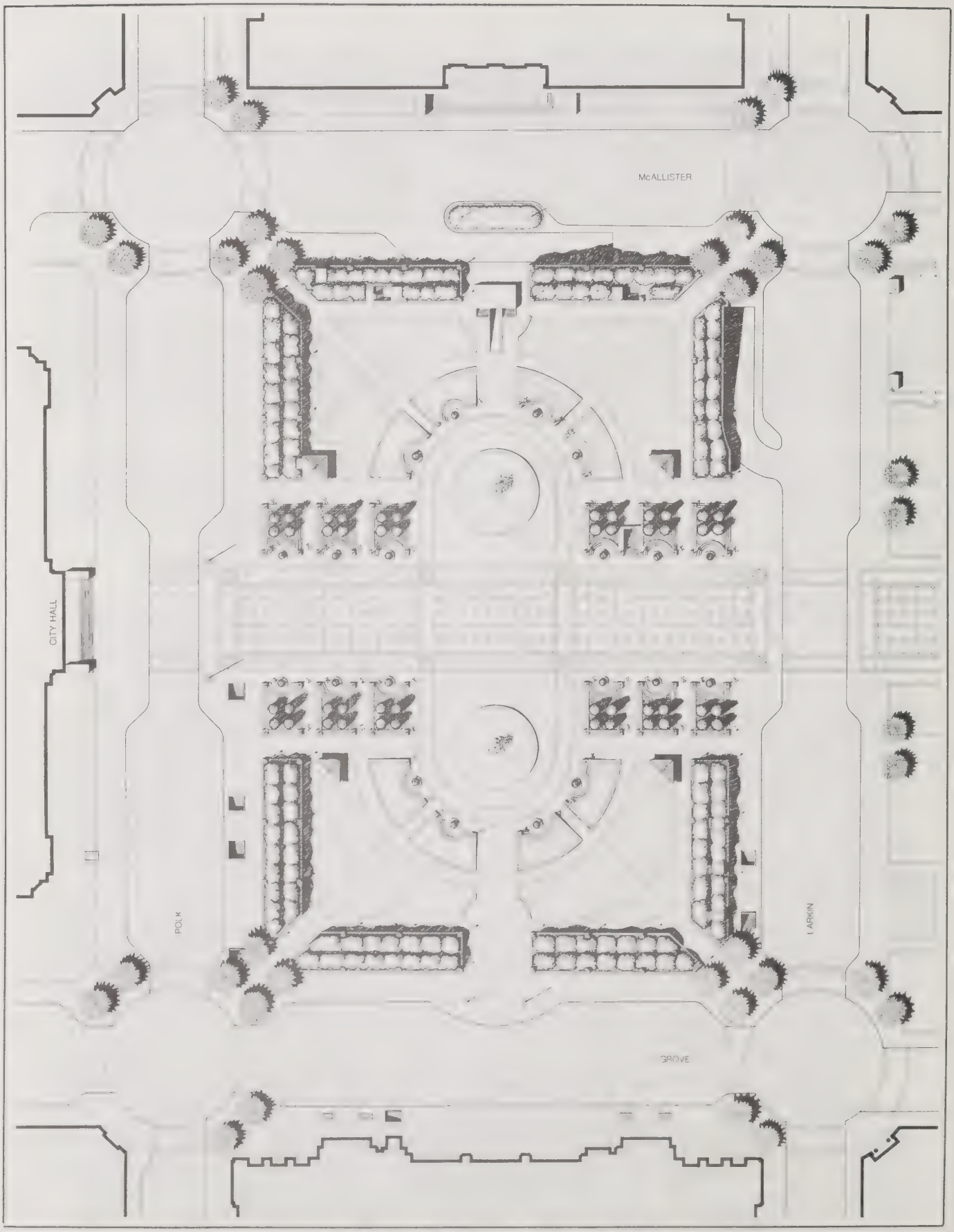
In reviewing the Civic Center space needs of the Superior Court and the Main Library, only the Library has a projected gross space need which would meet the development capacity of the Marshall Square site. The gross projected space need for the main library system is 346,000 square feet, while the Superior Court has a gross space requirement of 207,557 square feet.

Assuming six floors of occupancy under the 80-foot height limit and one basement level under the building's footprint, the gross buildable area for the site is 384,300. This figure is based on a building footprint of 54,900 gross square feet, assuming the retention of the Pioneer Monument.

The deficiencies of the existing Main Library Building have been well-documented and do not need to be repeated in this report. In the consultant's analysis of the existing building, the quantity of needed future space for the library can be obtained on the existing site. The quality of the space to meet modern operating requirements may continue to be deficient, pending completion of the consultant's analysis. However, even if the quantity and the quality of the space provided on the existing Main Library site can be achieved at a level equal to a new main library building, the magnitude of the remodeling and expansion work will render the existing building unusable for a two to three year period. To close the City's main library system for this period of time would not be in the best interests of the City or the citizens who rely on the library as a source of literary inspiration, entertainment or education. For this principal reason, it is the recommendation of this report that a new main library building be constructed on Marshall Square.

The building concept developed by the consultant evolved directly from projected year 2006 needs of the main library system. It is, nevertheless, a preliminary illustration of site planning and building form. Subsequent detailed architectural design and operational programming will allow further refinement of the building concept and permit the exploration of other space options for the site.

In total, 276,902 net square feet has been programmed by the consultant to meet the needs of the main library system over the next two decades. With about 142,255 net square feet existing within the Main Library Building, including 45 Hyde Street, this projected net square footage for the main library system represents a 95% increase in net usable area. Considering the current congested physical conditions within the Main Library Building, this percentage represents a reasonable increase in the net usable square footage for the main library system.



JAMES ROLPH JR. PLAZA

Illustrative Design showing possible restoration plan
as based on the Original A.L. Warswick Design Concept.

Plate 8

Any future development proposal for the Marshall Square Block should provide for the modification of the present Brooks Hall ramp by enclosing the ramp within the new building as much as possible to reduce its visual impact on the primary axis between City Hall and Market Street along the proposed Fulton Street Mall.

The new building on Marshall Square should also include, along the Fulton Street frontage, a new entrance and lobby area for direct elevator or escalator access to Brooks Hall which is separated from the vehicular access ramp.

If necessary to achieve a workable plan on the Marshall Square Block, consideration should be given to the relocation of the Pioneer Monument to a more prominent location within the Civic Center area. Since the Monument was originally on an axis between Market Street and the old City Hall, a possible location for consideration could be within the proposed Fulton Street Mall along the primary axis between City Hall and Market Street.

Convention Facilities

Significant private investments have been made in the areas surrounding the Civic Auditorium/Brooks Hall convention complex to accommodate patrons attending activities or exhibits at these facilities. Also, the City is making a substantial public investment to upgrade the complex to better meet the needs of conventioneers and other visitors.

RECOMMENDATION: **Continue the Use of Civic Auditorium/Brooks Hall as a Convention Complex to Ensure that a Broad Range of Convention Facilities are Provided for the City.**

Brooks Hall with its 90,000 square feet of exhibit space should continue as an essential part of the city's convention facilities, especially in relationship to the Civic Auditorium.

Emergency Operating Center

The feasibility study and report on the Emergency Operations Center, published in December 1978, recommended a location in the Civic Center as one of the five priority sites considered for the new Emergency Operations Center.

The floor area requirements for the Emergency Operating Center as proposed in the feasibility study and report is 31,000 gross square feet. Based on a report prepared by the Department of Public Works (Bureau of Architecture, January 1987) for a Consolidated Dispatch Center, the gross floor area for this facility is 53,000 square feet. This latter facility would include the emergency communication facilities for the City's major response departments and it would provide space for the Emergency Operating Center.

RECOMMENDATION: **Locate Consolidated Dispatch Center Outside of Civic Center Area.**

The Consolidated Dispatch Center, including the Emergency Operating Center, should be located outside of the Civic Center area because it would exceed the availability of floor space within an existing or proposed building in the Civic Center. Also, its location should be in a less congested area of the city.

Data Processing Center

A Data Processing Center should be established to consolidate all of the City's data activities from six locations, including City Hall, to one location. The data center should meet current industry standards and it should provide for the general upgrading of the City's data processing activities.

RECOMMENDATION: **Consolidate the City's Data Processing Activities at a Single Facility which meets Modern Industry Standards.**

Approximately 70,000 net square feet is needed for a new Data Processing Center. In addressing this future space requirement, it is suggested that the operating necessities of a new center be carefully assessed before a final commitment is made regarding its future space needs, including the impact of technology and programming changes.

While the location of a Data Processing Center within the Civic Center area has operational advantages, the space requirements of the center (such as a single- or multi-floor operation) may exceed the physical capabilities of a Civic Center location.

James Rolph, Jr. Plaza

The James Rolph, Jr. Plaza, as the central feature of the main grouping of Civic Center buildings, defines the spatial organization of the Civic Center and provides the necessary open space for major civic events and public enjoyment, and enhances the views of the monumental buildings. The space occupied by the Plaza is in keeping with the monumental character of its surroundings, but the landscaped design of the Plaza fails to achieve the design relationships which the initial plan accomplished.

-- The original design concept created a central focal area suitable for major Civic events.

-- Seating was concentrated around the periphery and along major pathways which unified the space and provided users greater security.

-- Tree plantings reinforced the design and maintained a degree of transparency for the viewer.

-- Surrounding buildings were joined with the Plaza through a complex of formal axes and sightlines.

RECOMMENDATION: **Restore Original Design Concept for James Rolph, Jr. Civic Center Plaza, and Close and Cover any Unnecessary Stairways to Brooks hall and the Civic Center Garage.**

The restoration of the original design concept for the Plaza should be undertaken. A suggested design, illustrated in Plate 8, shows how the original design concept could be realized incorporating the necessary ramps, stairs and vent structures of the Plaza. Major components of this design include a central open space, twin fountains, pathway seating, better wind protection for seating areas, improved pedestrian circulation, and new lighting and landscaping to improve public safety.

Wherever possible, the exit stairways from Brooks Hall and the Civic Center Garage should be closed, the stairways removed and the wells filled and covered to restore the landscaped character of the Plaza.

Off-Street Parking Facility

The study by the Purchasing Department on the establishment of a City Automobile Pool, referenced in the previous section, recommended that the Polk and McAllister site be used for an at-grade, assigned car parking facility. The Department's study, however, had "reservations" about a single level parking facility in the Civic Center area because of the scarcity of space and the high value of existing property. That concern is still valid. The location of an at- or above-grade parking facility within the boundaries of the Civic Center would be an inappropriate use of the land.

RECOMMENDATION: Provide an Off-Street Parking Facility for City Vehicles Within a New Civic Center Building.

The need for an off-street parking facility for City cars is adequately demonstrated day-to-day as the operators of these cars scramble for any available on-street parking spaces. The most appropriate way to provide the needed parking would be to integrate a below-grade parking facility into new administrative/office buildings in the Civic Center or Brooks Hall. The preferred location for this facility would be in the McAllister Block or in the Grove Block because of their proximity to City Hall and access to the adjacent street system, although this would reduce the amount of net space available for office-related activities by approximately 48,000 square feet to accommodate 150 vehicles.

War Memorial Complex

The War Memorial and Performing Arts Center complex is occupied by a variety of tenants who have dissimilar needs and objectives. Together, however, they form the city's most important cultural center for the visual and performing arts.

Veterans' Building

The Veterans' Building contains a gross floor area of approximately 245,000 square feet. The building's principal tenants include the administrative offices for the War Memorial, various veterans' organizations, the Herbst Theater and the Museum of Modern Art.

The most significant space issue within the War Memorial Complex is the grossly inadequate space occupied by the Museum of Modern Art. The Museum currently occupies about 34,600 net usable square feet of floor area in the

Veterans' Building, including basement storage areas. Its potential for expansion within the Veterans' Building is very limited, but sufficient space is essential for its continuing role as a major museum of modern art in San Francisco and the Bay Area. To meet its challenge for the future, approximately 150,000 to 200,000 gross square feet of building area would be needed. Discussions are now underway between various City agencies and the developer of Yerba Buena Center to incorporate the space needs of the Museum into a new office building complex within the Center along its Market Street frontage.

The Herbst Theater, a viable performing arts facility, occupies a net usable area of about 27,500 square feet, including the Green Room. Patron access to the theater is provided from the first and second floors. Since there is only a small lobby area for the theater, the Green Room is often used for receptions following performances (the room also is used for small performing groups).

In reviewing the building for possible other major uses, its spatial areas and performing arts functions are delimiting aspects for optional uses. Based on a preliminary review of the building's floor plans, there is a net usable area of approximately 129,800 square feet, excluding the Herbst Theater and Green Room. If an extension were provided for the building in a manner and style of the Opera House addition, about 36,600 net square feet would be available for a future user. This figure assumes five floors of occupancy and a full basement. The total net usable area for the building would be about 166,400 square feet.

A review of the space needs of other major users in comparison with the available net usable area of the Veteran's Building suggests that the building is too small for a single major tenant without major structural and architectural modifications. Using the space projections from the courthouse consultant's report, the total net space required for the Civil Divisions of the Superior and Municipal Courts is about 204,000 square feet. For the Superior Court separately, the space need is about 151,000 net square feet.

Based on a preliminary review of the space within the Veterans' Building, including an addition, the space requirements of the Superior Court could be accommodated. The significant issue, however, is the operating needs of the courts as compared with the operating requirements of the theater and the Performing Arts Center. If the Center is to properly function as a cultural complex, the introduction of court and court-related uses into the complex may conflict with the Center's principal role.

Any proposed re-use of the Veterans' Building must preserve the significant interior spaces of the building, including the Herbst Theater and the Green Room. Because the building is a part of the Performing Arts Center complex, compatibility should be achieved between any new tenant and the cultural functions of the Center. At this time, any new uses introduced into the Veterans' Building should be accommodated within the area which would be available following the relocation of the Museum of Modern Art to Yerba Buena Center. In the future, should additional space be needed for the visual or performing arts, expansion space would be available in an addition to the Veterans' Building.

RECOMMENDATION: Relocate the Museum of Modern Art to a New Facility which would Provide a Separate Identity for the Museum and a More Appropriate Setting to Display the Museum's Collection.

The space requirements for the Museum of Modern Art cannot be accommodated within the Veterans' Building without major structural and architectural changes. This course of action, however, is not recommended. Rather, a new building should be provided for the Museum to more appropriately display its collection and to create its separate museum identity.

RECOMMENDATION: **Set aside Space Within the Veterans' Building for the Art Commission and for a San Francisco History Museum if the Museum of Modern Art is Relocated to a New Facility.**

In the event the Museum of Modern Art leaves the Veterans' Building, the re-use of this space would be open to several alternatives. Because of the importance to maintain a diversity of cultural activities within the Civic Center, the floor space could be allocated to the Art Commission, including its offices, for the display of visual arts to replace the Commission's gallery on Grove Street, and to the display of exhibits of San Francisco history, a missing component in the city's museum scene. Additionally, the San Francisco Archives now located in the Main Library Building could be relocated to the Veterans' Building along with the Archives for the Performing Arts. This primary use option would involve a minimum amount of architectural modifications within the building to meet the future needs of these new tenants.

The Veterans' Building was built as a monument to those persons who have served in the Nation's military services. Although the level of use of space within the building by veterans' organizations may be open to question, the building is a monument to veterans. These organizations should therefore remain as tenants in the building and within present space assignments.

Memorial Court

The area occupied by the Memorial Court, between the Veterans' Building and the Opera House, it a very special space within the Civic Center. The landscape design for this honored area is a finished work. It compliments the flanking monumental buildings. It also provides the frame for a grand view of City Hall and its towering dome.

RECOMMENDATION: **Preserve the Memorial Court as a Special Urban Place within the Civic Center.**

The Memorial Court is a place of special honor. To ensure that the area is respected and the initial design concept protected, any modifications or additions to the Court should be carefully considered to prevent permanent physical intrusions which would detract from the architectural design of the area or visually impair the view from the Memorial Court of the dome of City Hall or adjacent monumental buildings.

Davies Hall Block

The final element within the War Memorial Complex is the undeveloped site within the Davies Hall Block. This site is under the jurisdiction of the War Memorial. Its future use should be for the enhancement of the Performing Arts Center Complex.

RECOMMENDATION: Construct a New Performing Arts Building on Undeveloped Davies Hall Site.

The undeveloped property should be used for, as examples, a small film theater, a recital facility, a stage theater in-the-round, an entertainment area to relieve congestion now occurring in Davies Hall, a food service facility for catered events, or other similar activities not presently accommodated within the complex. Additionally, space should be provided to meet the office space and storage needs of the War Memorial staff and the complex's tenants. The War Memorial Board of Trustees should pursue private funding options to develop this site for the enhancement of performing arts activities within the complex.

Steam Plant Site

The Steam Plant site is one of the four critical corners which were designed to frame and enhance the Plaza's visual unity in the original design concept. The building presently on the site is not in keeping with that initial concept and bears little visual relationship to the Plaza.

RECOMMENDATION: Set aside Steam Plant Site as Reserve Area for Future Civic Center Expansion when Facility is No Longer Needed for Steam Generation.

The property occupied by the Steam Plant is a reserve area for future Civic Center expansion. The Steam Plant, if it is needed for future steam generation, should be incorporated within a new building on the Steam Plant site.

In the event the site is no longer needed for steam generation and there is no future need for the site as an expansion area, the area of the site should be incorporated into a future development proposal involving the adjacent properties. To ensure that the development of this property is in keeping with the Civic Center design concept for the key Plaza corners, any future development should be subject to design guidelines relative to building mass, height and corner configuration.

Larkin Block

RECOMMENDATION: Place Design Controls on Larkin Block Properties to Insure that the Original Design Concept for the Key Plaza Corners is Achieved; Set aside Block as Reserve Area for Future Civic Center Expansion.

Since the acquisition of the Larkin Block properties is a long-term objective of this Development Plan, it is recommended that development controls be placed on the properties which comprise this Block to ensure that any future building proposed for this site is in keeping with the initial design concept for the key Plaza corners.

The properties which comprise this Block should be set-aside as a reserve area for future Civic Center expansion and eventually acquired to meet future expansion needs for Civic Center related purposes.

Streetscape

The appearance of the streets within the Civic Center can either enhance the visual experience within the Center or detract from it. Since the street area is often the first contact a person will have with the Civic Center, it is important for the streetscape to provide a pleasing frame for the architectural character of the Center.

RECOMMENDATION: Improve the Appearance of Van Ness Avenue within the Civic Center Area with New Median, Landscaping and Crosswalk Areas.

The Van Ness Avenue streetscape within the Civic Center should enhance the appearance of this area and better accommodate pedestrian and vehicular activity. Areas for consideration include the modification of traffic lanes to increase the width of the center median for landscaping, to better manage traffic congestion along the War Memorial frontage, and to provide a signalized crossing on the Fulton Street axis (as extended) to emphasize the relationship of the Memorial Court to City Hall (see Plate 9).

RECOMMENDATION: Establish Uniform Street Light System for Civic Center Area.

A street lighting standard should be developed for the principal streets in the Civic Center of a form and style which is complementary to the architectural character of the Center.

RECOMMENDATION: Provide for the Construction of a Pedestrian Mall along Fulton Street in Concert with the Construction of a New Main Library Building on Marshall Square and the Remodeling of the Existing Main Library Building.

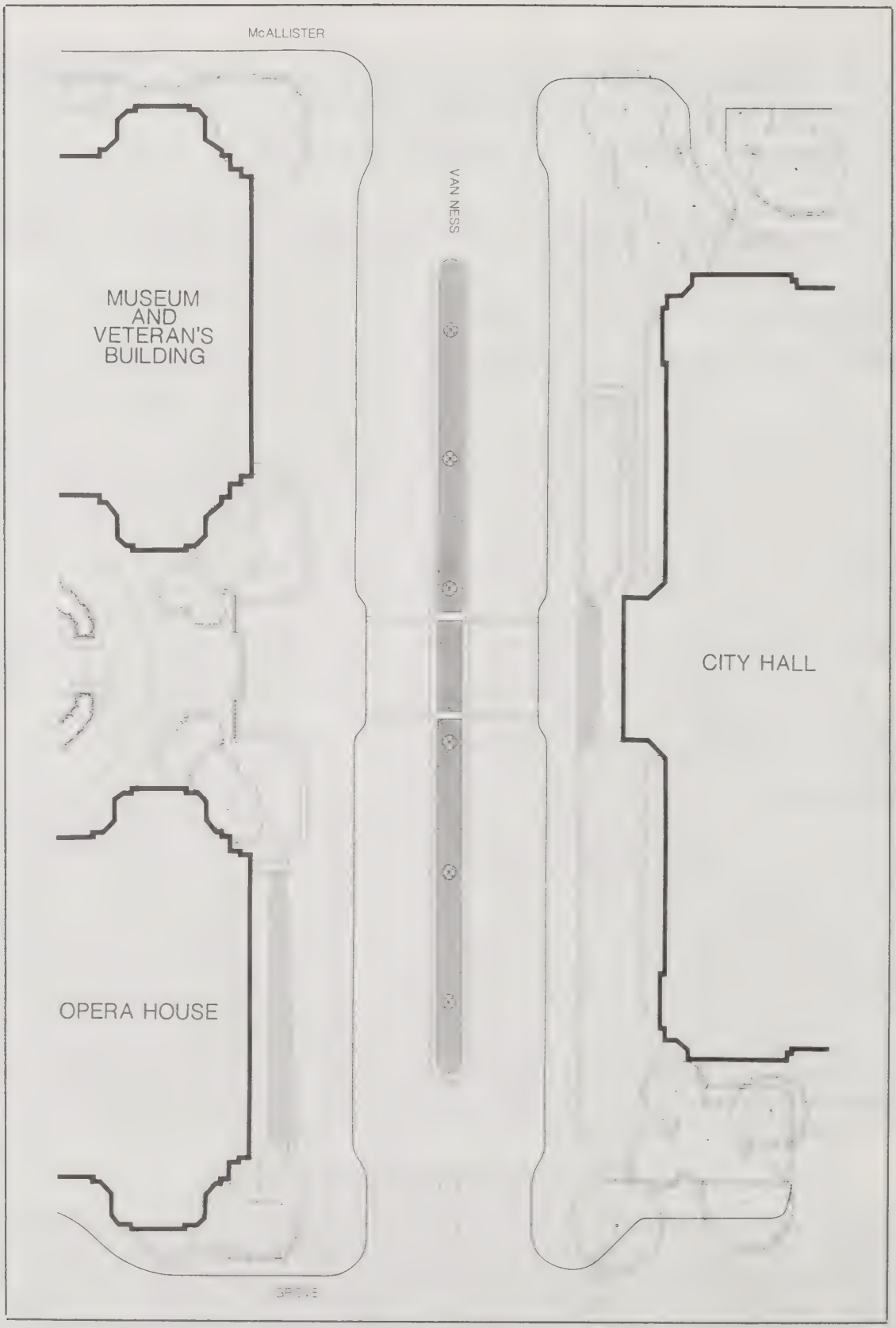
To achieve design continuity between the James Rolph, Jr. Plaza and the United Nations Plaza, the paved vehicular section of Fulton Street between Larkin and Hyde Streets should be converted into a pedestrian mall (see Plate 10).

With the construction of a new building on Marshall Square, the Brooks Hall access ramp should be relocated to provide for the creation of the Fulton Street Mall and to reduce the visual effect of the ramp along the principal axis between the City Hall and Market Street.

Remodeling of Historic Buildings

Various proposals have been suggested in this report for the possible re-use of space within existing historic Civic Center buildings. To accomplish this re-use, it will be necessary in most cases to undertake physical changes within these buildings. Because the exterior and interior of a historic building are a unified expression of the architectural style of that building, this style must be retained under any space remodeling program.

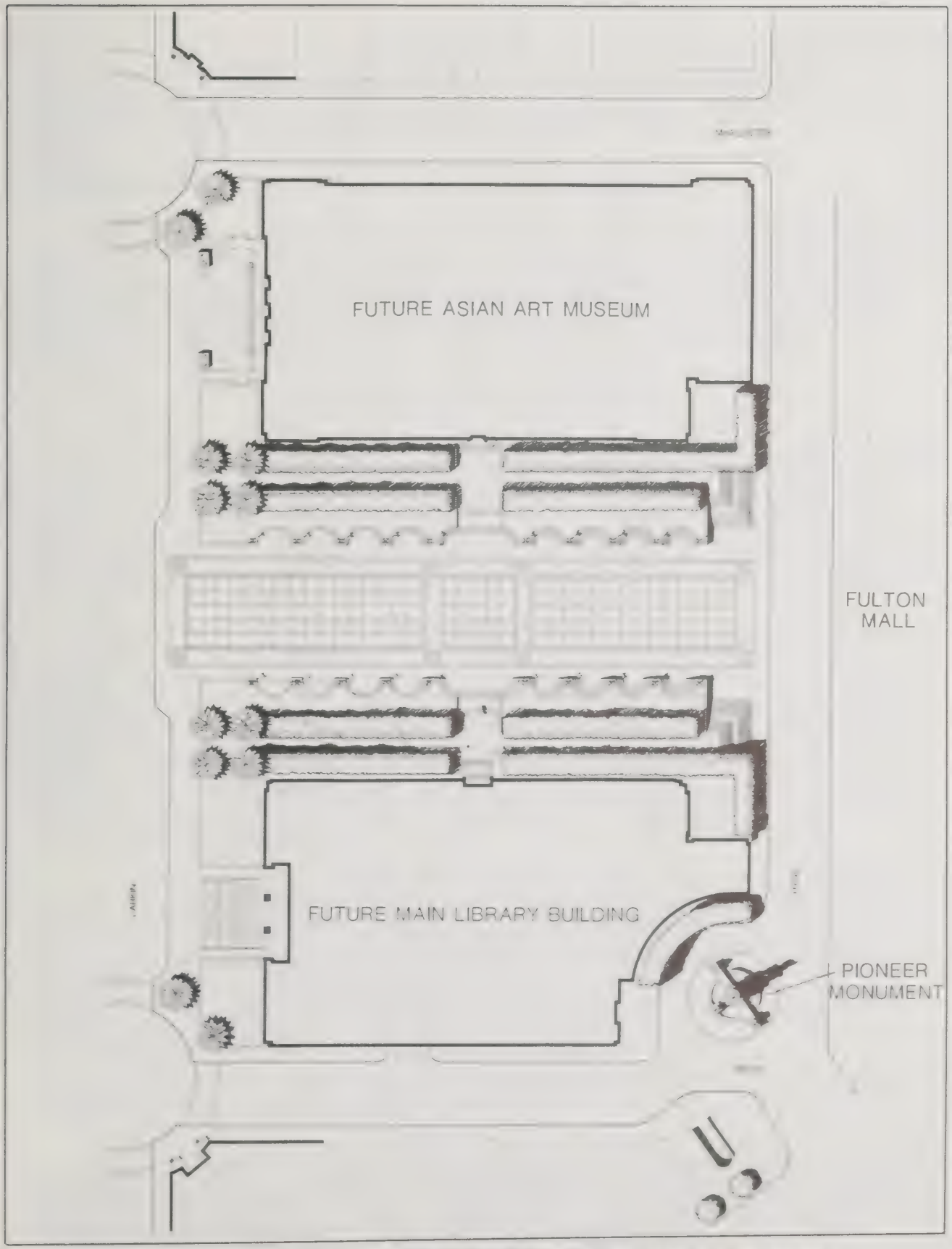
RECOMMENDATION: Remodel Historic Civic Center Buildings in a Manner which Retains the Building's Established Architectural Style.



VAN NESS AVENUE

Illustrative Plan showing a Fulton Axis cross-walk and a widened median treated in a manner consistent with the original design concept.

Plate 9



MARSHALL SQUARE BLOCK AND FULTON MALL

Illustrative design showing appropriate treatment of the Pioneer Monument if retained in existing location and a Fulton Mall design compatible with James Rolfe Plaza.

Plate 10

The remodeling or reconstruction of a building of historic merit within the Civic Center must be accomplished in a manner which honors the architectural spirit of that building. New architectural finishes must be compatible with the buildings established style.

RECOMMENDATION: Restore Original City Hall Floor Plan.

The original City Hall floor plan should be re-established, nonconforming spaces should be converted back to their initial uses and future remodeling work in City Hall should be in keeping with the architectural heritage of the building. It should be noted that the square footage allocated to certain departments in City Hall includes space now used for offices which in the original design plan was for corridors and other non-office uses.

Monuments, Statuary and Sculpture

While monuments, statuary and sculptural objects can add visual and historic interest to the Civic Center area, they should fit within the context of the Center's architectural design. This does not imply that they must conform to a strict Beaux Arts style of work; rather, these permanent works should respect and honor the character of the Civic Center. They should not be disharmonious or seen to contrast with or play against the spatial order of the Center; they should be seen to enhance and strengthen its unique qualities.

The spaces of the Civic Center play a special role in uniting the individual buildings into a strong, vital composition. Design axes are also used as crucial linkages tieing the separate buildings together and visually uniting the spaces between these buildings (see Plate 11). In each case, these spaces have been created as a design element to emphasize or define the compositional order of the Center. Any object introduced into the Civic Center must re-enforce the role of this space in the Center's overall spatial composition. This demands both special works and careful placement. The location chosen for a work must fit the overall design scheme and be appropriate for the location.

In addition to the design relationship of the sculptural object to the Civic Center, the cultural or historic event being commemorated or person being honored may also be a matter of important consideration. If objects of this nature are to be located within the Civic Center, they should relate principally to the history of San Francisco and the Bay Area. This would provide a better understanding among the city's residents and its visitors alike of the formative cultural and historic forces and events which influenced the development of this geographic area.

RECOMMENDATION: Develop Placement and Theme Criteria for Locating Monuments Within the Civic Center Area.

Special requirements or criteria should be developed to ensure that the permanent placement of monuments, statues or sculptural objects in the Civic Center honors the compositional order of the Center, enhances the quality of space, and that the object is appropriately decorative or historically relevant to San Francisco and the Bay Area (see Plate 11).

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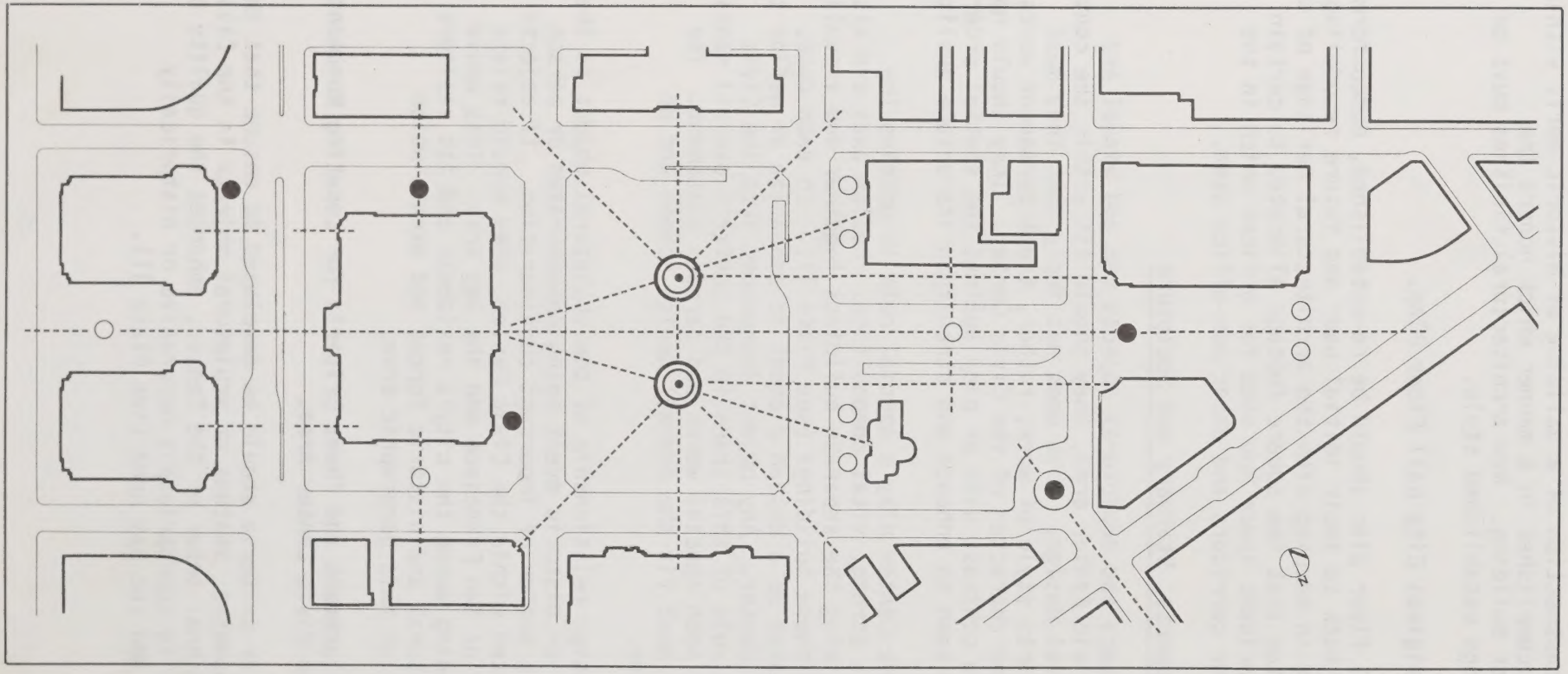

PRINCIPAL DESIGN AXES AND RECOMMENDED LOCATIONS FOR PERMANENT SCULPTURE OR MONUMENTS

● EXISTING SCULPTURE

○ PROPOSED SCULPTURE OR MONUMENTS

◎ PROPOSED FOUNTAINS

---------- DESIGN AXIS

Plate 11

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